Supreme Court, U. S.
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IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1977

No. ~~77~~-1090

FOUNDING CHURCH OF SCIENTOLOGY,

Petitioner,

v.

UNITED STATES OF AMERICA,

Respondent.

PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA CIRCUIT

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TABLE OF CONTENTS

	Page
OPINIONS BELOW	2
JURISDICTION	2
QUESTIONS PRESENTED	3
CONSTITUTIONAL PROVISIONS AND RULES INVOLVED	4
STATEMENT OF THE CASE	5
REASONS FOR GRANTING THE WRIT	9
CONCLUSION	20

TABLE OF CITATIONS

Cases:

Andresen v. Maryland, 427 U.S. 463 (1976) ..... *passim*

Buckley v. Valeo, 424 U.S. 1 (1976) 14

Coolidge v. New Hampshire, 403 U.S. 442 (1971) 18

In Re Search Warrant Dated July 4, 1977 for Premises at 2125 S Street, Northwest, Washington, D.C., 436 F.Supp. 689 (1977) ..... *passim*

Marcus v. Search Warrants, 367 U.S. 717 (1961) 8, 10, 12

Marron v. United States, 275 U.S. 192 (1927) 13

Roaden v. Kentucky, 413 U.S. 496 (1973) 12

Stanford v. Texas, 379 U.S. 476 (1965) 8, 10, 12, 13, 15

United States v. Calandra, 414 U.S. 338 (1974) 16

United States v. Chadwick, ––– U.S. –––, 97 S.Ct. 2476 (1977) 18

United States v. United States Dist. Ct., 407 U.S. 297 (1972) 10, 12

Cases, continued: Page

United States v. Various Documents, etc.,
U.S.D.C. C.D. Cal., No. 77-2565-MML 5

Statutes:

United States Constitution, Amendment One ..... *passim*

United States Constitution, Amendment Four ..... *passim*

18 U.S.C. §1254(1) 3

Rule 41(e), Federal Rules of Criminal Procedure 4, 7, 8

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No.

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PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA CIRCUIT

Petitioner, The Founding Church of Scientology, respectfully prays that a Writ of Certiorari issue to review the Opinion and Judgment of the United States Court of Appeals for the District of Columbia Circuit.

OPINIONS BELOW

The *per curiam* Opinion of the Court of Appeals, as yet unreported, was filed December 1, 1977, and appears as APPENDIX A. The Opinion was modified by Orders dated December 8, 1977, and January 9, 1978, and these Orders appear as APPENDICES B and C, respectively. The supplemental Opinions on Suggestion for Rehearing *En Banc* consisting of a statement of Circuit Judge Wright, joined by Chief Judge Bazelon and Circuit Judge Leventhal, and a statement of Circuit Judge Robinson, with whom Circuit Judge McGowan concurred, as yet unreported, were filed January 4, 1978, and appear as APPENDIX D.

The Opinion ["Memorandum and Order"] of the District Court is reported at 436 F. Supp. 689 (July 27, 1977) and appears as APPENDIX E.[1]

JURISDICTION

The Judgment of the Court of Appeals was entered on December 1, 1977. Petitioner timely filed a Petition for Rehearing, which was denied on January 4, 1978. A copy of the Order denying said petition appears as APPENDIX F. The mandate of the Court of Appeals was issued on December 7, 1977, upon the government's Motion for Immediate Issuance, but was recalled by an Order filed December 9, 1977, as directed by an Order issued December 8, 1977 by the Chief Justice of this Court.

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[1] Both in the Court of Appeals and in the District Court, these proceedings are entitled "In Re Search Warrant Dated July 4, 1977, for Premises at 2125 S Street, Northwest, Washington, D.C."

Thereafter, the Chief Justice having vacated his prior Order, petitioner moved the Court of Appeals to stay reissuance of the mandate pending Petition for Writ of Certiorari to the United States Supreme Court, which motion was granted on January 9, 1978, "to the extent that the Clerk is directed not to reissue the mandate in the case prior to February 13, 1978," and a copy of said Order appears as APPENDIX G.

The jurisdiction of this Court is invoked pursuant to 18 U.S.C. §1254(1).

QUESTIONS PRESENTED

1. Whether the search warrant herein constitutes a forbidden general warrant in violation of the Fourth Amendment, viewing the warrant in the light of the guarantees of religious liberty, freedoms of speech and press, and freedom of association contained in the First Amendment, where, as here:

(a) the warrant commands a search of the files, records and papers of a religious organization for undescribed "evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government property . . . which facts recited in the accompanying affidavit make out;"

(b) the warrant, on its face admittedly fails to particularly describe the files, records and papers to be seized, but is allegedly "cured" by "incorporating" into the warrant its supporting thirty-three page narrative affidavit, which affidavit also fails to particularly describe the property to be seized, fails to describe unambiguously the offenses alleged, and is so lengthy, complex and unclear as to place no meaningful limits on the discretion of the twenty-five or so executing

officers, all contrary to this Court's decision in *Andresen v. Maryland*, 427 U.S. 463, 478-484 (1976).

CONSTITUTIONAL PROVISIONS AND RULES INVOLVED

The pertinent provisions of the First and Fourth Amendments to the Constitution and Rule 41(e) of the Federal Rules of Criminal Procedure are as follows:

First Amendment of the United States Constitution:

> Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

Fourth Amendment of the United States Constitution:

> The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

Rule 41(e), Federal Rules of Criminal Procedure:

> (e) Motion for Return of Property. A person aggrieved by an unlawful search and seizure may move the district court for the district in which the property was seized for the return of the property on the ground that he is entitled to lawful possession of the property which was illegally seized. The judge shall receive evidence on any issue of fact necessary to the decision of the motion. If the motion is granted the property shall be restored and it shall not be admissible in evidence at any hearing or trial. If a motion for return of property is made or comes on for hearing in the district of trial after an indictment or information is filed, it shall be treated also as a motion to suppress under Rule 12.

STATEMENT OF THE CASE

The search warrant here involved [App.[2] 22-31] was issued by a United States Magistrate on July 4, 1977, upon the affidavit of a special agent of the Federal Bureau of Investigation [App. 42-74]. The warrant was executed on July 8, 1977, over a ten hour period, at the premises of The Founding Church of Scientology in Washington, D.C. by some twenty-five F.B.I. agents.[3] The government has conceded that, of the massive number of documents seized from the Church, "certain documents . . . should not have been seized" and that "approximately half of the documents will be returned. . . ." 436 F. Supp. at 698. For example, draft legal pleadings and attorney-client correspondence were seized from the Church's legal files.

The warrant directed the search of file cabinets on the fourth floor of the building that houses the Church's Washington, D.C. offices, and commanded the

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[2] "App." refers to the Appendix filed in the Court of Appeals.

[3] On the same day, two identically worded search warrants were executed at two Church of Scientology premises in Los Angeles, California by 134 Federal Bureau of Investigation agents. Seized were some 20,000 Church documents containing more than 100,000 pages. *See, United States v. Various Documents, etc.*, U.S.D.C. C.D. Cal., No. 77-2565-MML [Cross-appeals to the Court of Appeals for the Ninth Circuit pending].

seizure of 162 listed items or categories of items. Item 162 directs the seizure of:

> Any and all fruits, instrumentalities and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government porperty [sic] in violation of 18 U.S. Code §§ 371, 1503 and 641 which facts recited in the accompanying affidavit make out.

The supporting affidavit consists of a thirty-three page narrative which concludes by alleging that there is probable cause to believe that, from 1974 through 1976, executives of the Los Angeles, California and Washington, D.C. Churches conspired to "steal"[4] documents from the federal government; that documents were in fact "stolen;" that copies of the documents are contained in the Church files in the two cities; that some officials of the Church conspired to obstruct justice by preparing a false response to expected inquiries of two implicated Church members by law enforcement authorities and federal grand juries; that a false response was in fact given to a grand jury by one member; and that writings evidencing the alleged conspiracy to obstruct justice are located in the Church files in the two cities [App. 73]. No indictments have been returned as a result of the foregoing allegations.

Two additional conspiracies to obstruct justice are thought to be alleged in the affidavit, as interpreted by the Court of Appeals in its Opinion herein[5] [APPENDIX A, p. 8a], although the *affiant* did not conclude that probable cause exists to believe these offenses were committed nor, accordingly, did the Magistrate make any such findings.

[4] Actually, despite repeated use of the phrase "stolen documents" in the affidavit, the only factual allegations in the affidavit refer to documents removed, copied and then returned to government files.

[5] These are identified as (2)(a) and (b) in the Opinion.

Among the 162 items listed in the search warrant were approximately 150 specifically described documents which for the most part, however, are nowhere mentioned in the sworn affidavit.

While the search was still in progress, the Church commenced these proceedings in the District Court, initially seeking to restrain the search and to impose a protective order sealing all documents seized, principally on the ground that the warrant was a general warrant. This motion was denied by the District Court without reaching the merits. The Church subsequently moved for return of all property seized, pursuant to Rule 41(e) of the Federal Rules of Criminal Procedure. In Re Search Warrant Dated July 4, 1977 for Premises at 2125 S Street, Northwest, Washington, D.C., 436 F. Supp. at 692 (1977).

On July 27, 1977, the District Court issued its Memorandum and Order, 436 F. Supp. 689 (APPENDIX E), concluding that the warrant herein is, on its face, an unconstitutional general warrant vesting virtually unlimited discretion in the executing officers as to which papers and files of the Church they deem to be "evidence" of the conspiracies alleged, or thought to be alleged, in the affidavit in support of the warrant.

The District Court, cognizant of "the need for increased sensitivity in cases in which religious organizations are involved," [436 F. Supp. at 693] concluded that Item 162 of the warrant "authorized – if indeed it did not direct – agents of the F.B.I. to examine carefully and completely the contents of every document in the fourth-floor files of the Church and to

make ad hoc, on-the-spot decisions as to which of those documents constitute evidence of conspiracy. . . ." 436 F. Supp. at 694.

Noting the breadth of the substantive law of conspiracy, the District Court reasoned:

> For unless the contents of any particular document rendered it manifestly criminal, the decision whether to seize it was complicated by the subjective considerations attending the law of conspiracy. In effect, each agent had been delegated authority to consider the relevance of the documents according to his own subjective standards as to what evidences the conspiracies suggested by the affidavit. . . . 436 F. Supp. at 698.

The *per curiam* Opinion of the Court of Appeals [APPENDIX A] was filed, as aforesaid, on December 1, 1977. The Court of Appeals vacated the orders of the District Court granting relief pursuant to F.R. Crim. P., Rule 41(e), the Court of Appeals concluding "[o]n the authority of *Andresen v. Maryland*, 427 U.S. 463, 478-484," that the warrant "is not a general warrant and is valid" [APPENDIX A, p. 16a]. *Andresen* is the only decision cited in the Court of Appeals Opinion – there is no mention of First Amendment concerns nor the relevant decisions of this Court in such cases as *Stanford v. Texas*, 379 U.S. 476 (1965) and *Marcus v. Search Warrants*, 367 U.S. 717 (1961).

Although the Church's Suggestion for Rehearing *En Banc* was denied, as aforesaid, five Judges of the Court of Appeals, other than the members of the panel which rendered the Opinion, stated their reasons for not requesting rehearing *en banc* [APPENDIX D].

The statement of Circuit Judge Wright, in which Chief Judge Bazelon and Circuit Judge Leventhal joined, expressed the view that rehearing *en banc* would merely cause "unnecessary delay in this litigation" and that "the case should now be passed on to the Supreme Court" [APPENDIX D, p. 26a].

Circuit Judge Robinson, joined by Circuit Judge McGowan, found rehearing *en banc* unnecessary only by straining to find limited precedential value in the panel opinion [APPENDIX D, pp. 26a-29a].[6]

REASONS FOR GRANTING THE WRIT

1. The case herein presents issues of exceptional importance, going to the very core of the precious liberties secured by the First and Fourth Amendments to the United States Constitution. It is no exaggeration to say that the Opinion of the Court of Appeals strikes at the heart of our constitutional heritage by resurrecting the general warrant as a permissible instrument of governmental authority to be used against a controversial religious organization. The Court of Appeals Opinion, if left standing, sounds the death knell for the constitutional protection against general warrants in the precise context in which the prohibition was born centuries ago.

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[6]Circuit Judges Robinson and McGowan stated that, in their view, although the "panel's opinion is not entirely clear," they "do not view it as a negation of the time-honored principle that the pivotal question is not whether a court in hindsight *can* find in the warrant a curb on the power to search but rather whether at the time of execution an officer reasonably and likely would take the warrant as authority for unbridled rummaging." (Emphasis supplied.) [APPENDIX D, p. 28a] With due respect, petitioner believes the panel's opinion quite clearly negates this time-honored principle.

The Court of Appeals Opinion upholds the constitutional validity of a search warrant, held by the District Court below to constitute an impermissible general warrant, to search the offices and files of a religious organization for, *inter alia,* "[a]ny and all fruits, instrumentalities, and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government property . . . which facts recited in the accompanying affidavit [consisting of 33 pages] make out." The foregoing holding of the Court of Appeals eviscerates the Fourth Amendment's prohibition of general warrants, while completely ignoring the principle established in decisions of this Court that the protection against general warrants is to be accorded the most scrupulous attention where, as here, the warrant is directed at a religious organization or other entity or property presumptively entitled to the protection of the First Amendment. *Marcus v. Search Warrants of Property,* 367 U.S. 717 (1961); *Stanford v. Texas,* 379 U.S. 476 (1965). *See also, United States v. United States Dist. Ct.,* 407 U.S. 297, 313-314 (1972).

The July 8, 1977 raids on The Founding Church of Scientology by some 25 Federal Bureau of Investigation agents in Washington, D.C. and 134 agents in Los Angeles, all empowered to search for "evidence (at this time unknown)" of conspiratorial crimes so confusingly described that the Court of Appeals found offenses alleged even beyond those identified by the affiant, are raids on a religious group of a magnitude unparalleled in American history. Never before have so many government agents descended upon the private internal files of a church with so little guidance respecting the scope of the authorized search and seizure.

A.

The Court of Appeals Opinion rejects the conclusion of the District Court that the search warrant herein is an impermissible general warrant solely by relying on the superficial similarity between the search warrant here and the one upheld in *Andresen v. Maryland,* 427 U.S. 463 (1976). Before discussing the crucial distinctions between the warrant involved in *Andresen* and the warrant here, it is vital to emphasize that the *Andresen* warrant implicated no First Amendment concerns. The *Andresen* warrant was directed at the business offices of a lawyer suspected of perpetrating a real estate swindle. The *Andresen* warrant directed a search for and the seizure of evidence relevant to the crime of false pretenses with respect to one designated lot, Lot 13T in a designated subdivision. *See,* 427 U.S. at 480-482. The documents seized pursuant to the warrant in *Andresen* could be identified on their face as involving real estate transactions concerning "Lot 13T" without subjective evaluations of their contents. The warrant here is directed at a religious organization and authorizes a search of the files and records of the Church for, *inter alia,* presently unknown evidence of the "crimes of conspiracy, obstruction of justice and theft of government property," described only by reference to the thirty-three page affidavit in support of the warrant.

The Court of Appeals failed even to consider the First Amendment considerations inherent in such a warrant, notwithstanding this Court's admonitions that the Fourth Amendment requirement that search warrants must particularly describe the things to be seized is to be given the strictest adherence where a search warrant is aimed at an entity or property presumptively entitled to First Amendment protection.

See, Marcus v. Search Warrants of Property, 367 U.S. 717, 732 (1961) [warrants to seize "obscene materials" unconstitutional – "the warrants gave the broadest discretion to the executing officers; they . . . left to the judgment of each of the many police officers involved the selection of such magazines as in his view constituted 'obscene . . . publications.' "]; *Stanford v. Texas*, 379 U.S. 476, 486 (1965) [search warrant directing seizure of "books, records, pamphlets, cards, receipts, lists, memoranda, pictures, recordings and other written instruments concerning the Communist Party of Texas" held general warrant]. The latter decision stressed the vital importance of the Fourth Amendment's requirement that search warrants particularly describe the things to be seized when the things are books or records ordinarily entitled to First Amendment protection. "No less a standard could be faithful to First Amendment freedoms." *Stanford v. Texas*, 379 U.S. 476, 481 (1965). *See also, Roaden v. Kentucky*, 413 U.S. 496, 502 (1973).

This Court frequently has noted the close historical and conceptual relationship between the First and Fourth Amendments. "Historically the struggle for freedom of speech and press in England was bound up with the issue of the scope of the search and seizure power." *Marcus v. Search Warrants of Property*, 367 U.S. 717, 724 (1961). Indeed, the unlimited and abusive power to search was first directed in England at nonconforming religious groups. "In Tudor England officers of the Crown were given roving commissions to search where they pleased in order to suppress and destroy the literature of dissent, both Catholic and Puritan." *Stanford v. Texas*, 379 U.S. 476, 482 (1965). In *United States v. United States Dist. Ct.*, 407 U.S. 297 (1972), this Court cautioned that:

> History abundantly documents the tendency of Government–however benevolent and benign its motives–to view with suspicion those who most frequently dispute its policies. Fourth Amendment protections become the more necessary when the targets of official surveillance may be those suspected of unorthodoxy in their political beliefs. 407 U.S. 297, 314.

In the present case, the government predictably argues that the files and records of the Church of Scientology are not themselves entitled to First Amendment protection and insists that the search warrant here was directed merely at the written evidence of conspiratorial crimes.[7] However, the relevant point is not whether a highly trained government attorney or judge could exercise an informed discretion in deciding which Church records constitute evidence of the conspiracies described in the affidavit, but rather whether the critical language in this search warrant sufficiently circumscribed the discretion of some 25 Federal Bureau of Investigation agents in searching through the files and records of a church. The simple fact is that the broad language of this search warrant permits even the seizure of *literature* describing the doctrines of the Church on the theory that Church

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[7]There is no claim that the files of the Church here are akin to the "books and records" of an "unlawful enterprise" like the illegal liquor business in *Marron v. United States*, 275 U.S. 192, 198-199 (1927). *See, Stanford v. Texas*, 379 U.S. 476, 485, n. 16 (1965). The affidavit makes no claim that the Church of Scientology is not a bona fide religious organization, nor could any such claim legitimately be made. Moreover, the Church of Scientology is widely noted for its sponsorship of social reform programs throughout the United States and by these contributions as well as by its religious aims, the Church fulfills a vital, traditional, and indispensable role within our society.

doctrine allegedly encourages illegal conduct of the kind described in the search warrant affidavit (and, indeed, the government itself made the latter argument in one of its briefs filed in the Court of Appeals [Reply Brief for Appellant, p. 9, fn. 8] – the same argument appears in the affidavit seeking the search warrant. [App. 43, fn. 1]).

A search warrant which, as here, directs agents to scrutinize every paper in a Church's files also threatens the associational privacy of Church members, innocent of suspicion of wrongdoing, whose names appear on documents in Church files. *See, Buckley v. Valeo,* 424 U.S. 1, 96 S. Ct. 612, 632-633, 637-638 (1976). Even the unintentional seizure of innocuous Church papers with no nexus to criminal activities necessarily involves "compelled disclosure [which], in itself, can seriously infringe on privacy of association and belief guaranteed by the First Amendment." *Buckley v. Valeo,* 424 U.S. 1, 96 S. Ct. at 656 (1976) and decisions there cited. The threat that innocent members of a Church unpopular with the government may find their names and communications disclosed by seizure under a broadly worded search warrant must inevitably chill the adherents' rights to religious liberty, freedom of expression, and freedom of association.

Here, far more than in *Andresen,* there are "grave dangers inherent in executing a warrant authorizing a search and seizure of a person's papers." Here, far more than in *Andresen,* "responsible officials, including judicial officials, must take care to assure that [such searches] are conducted in a manner that minimizes unwarranted intrusions upon privacy." *Andresen v. Maryland,* 427 U.S. 463, 482, n. 11 (1976).

Petitioner's fears are hardly imaginary, as the government itself concedes that papers were erroneously seized and that about half should be returned. *See,* 436 F. Supp. at 698. The particularity of description found in the present warrant by the Court of Appeals apparently was not found by the officers who executed this warrant. *See, Stanford v. Texas,* 379 U.S. 476, 485 (1965).

The Church makes no claim of any blanket immunity from a properly obtained and executed search warrant that does in fact particularly describe the things to be seized, interpreting the latter requirement consistent with the interests protected by the First Amendment. But such vital First Amendment concerns cannot, it is submitted, simply be ignored as in the Opinion of the Court of Appeals. For if the Church of Scientology may be subjected to a search by a horde of Federal Bureau of Investigation agents carrying warrants directing them to search for unknown evidence of conspiracies to "steal" government documents and obstruct justice, the same procedures may be employed against the offices of Catholic Archdioceses, or the national offices of the Democratic and Republican parties. The Court of Appeals Opinion would permit, for example, a search warrant directed at the offices of any religious organization or political party commanding the search for and seizure of files and records constituting presently unknown evidence of a conspiracy to make a campaign contribution in violation of federal campaign practices laws. If the prospect of 25 Federal Bureau of Investigation agents armed with such a warrant, rummaging through the national headquarters of a major political party or church for ten hours in search of undescribed evidence of such a conspiracy seems far-fetched, it is only because such an oppressive

exercise of governmental authority is not likely to be directed against a major political party or church.[8]

B.

In addition to overlooking all of the relevant First Amendment considerations outlined above, the Court of Appeals Opinion entirely misconstrues the Fourth Amendment holding of *Andresen v. Maryland, supra,* and gives *Andresen* a reading so expansive that, if left undisturbed, will result in the virtual elimination of the Fourth Amendment's requirement that search warrants particularly describe the property to be seized. The Opinion implicitly concedes that the language of Item 162 in the search warrant herein is impermissibly broad and general on its face unless Item 162 is read, as the Opinion does read it, as incorporating the entire thirty-three page supporting affidavit. The Opinion holds that if Item 162 of the search warrant is construed as incorporating the supporting affidavit in its entirety, then the language of Item 162 ["evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government property . . . which facts recited in the accompanying affidavit make out"] is rendered sufficient particularized to satisfy the requirements of the Fourth Amendment.

[8]While the crimes alleged in the affidavit are serious, they do not involve violence or the threat of violence, nor is the Church as an entity accused of being akin to a criminal enterprise. Under these circumstances, it is surprising – to say the least – that the government elected to seek the documents it believed existed in the Church files by means of a search warrant rather than a subpoena duces tecum with its attendant procedural safeguards. *See, United States v. Calandra,* 414 U.S. 338, 346 (1974).

While the incorporation of a lengthy, complex and ambiguous affidavit into a search warrant may serve the interests of administrative convenience, such incorporation hardly satisfies the Fourth Amendment's requirement that a *search warrant* particularly describe the things to be seized, and the decision in *Andresen* hardly authorizes such a dangerous procedure. In the first place, the Court in *Andresen* upheld the challenged phrase in the search warrant by concluding that it was "clear from the context" *of the search warrant itself* that "the challenged phrase be read as authorizing only the search for and seizure of evidence relating to 'the crime of false pretenses with respect to Lot 13T' " [427 U.S. at 480-481]. The Court did not resort to "incorporating" the supporting affidavit into the search warrant in order to find the particularity missing from the language of the warrant.

Secondly, if a search warrant containing an impermissibly general description of the property to be seized ever may be "cured" by incorporating the supporting affidavit, the affidavit at least must contain the specificity lacking in the warrant. Here, of course, there is no claim that the *property* to be seized is particularly described in the affidavit,[9] nor are the alleged *offenses* even described with the particularity present in the *Andresen* warrant.

The dangers inherent in the "incorporation" theory of the Opinion are thus immediately apparent. The search warrant in the present case was executed by many Federal Bureau of Investigation agents (the

[9]Indeed, the record below indicates that a great many of the seized items were not specifically listed anywhere else, but were apparently seized under the broad authority of section 162 of the warrant.

identically worded warrants used to search the Church premises in Los Angeles were executed by 134 agents) and there is no evidence that each of them even possessed a copy of the affidavit while executing the warrant, much less that all of the executing officers had familiarized themselves with the thirty-three page narrative prior to conducting the search. But more importantly, even if all the agents carried a copy of the affidavit and were familiar with its contents, there is no guarantee that each would understand precisely which offenses are actually "made out" by the "facts recited" in the affidavit – the Court of Appeals did not agree with the affiant nor, presumably, with the Magistrate. Much less can it be assumed that the agents would know, without an excessive exercise of discretion, which papers constituted *evidence* of the offenses confusingly "made out," since determination of which papers constitute "evidence" depends upon the substantive law of conspiracy, obstruction of justice, and "theft" of government property.

The purpose of the constitutional requirement that a search warrant particularly describe property to be seized is, after all, to limit the discretion of the executing officers so that the search does not degenerate into exploratory rummaging. *Coolidge v. New Hampshire*, 403 U.S. 443, 467 (1971); *United States v. Chadwick*, ____ U.S. ____, 97 S. Ct. 2476, 2482 (1977). This vitally important purpose cannot be achieved by reliance upon "incorporation" of lengthy, complex and ambiguous affidavits into search warrants which are then distributed to large numbers of police officers for execution. To expect that such a procedure will result in confining the discretion of the executing officers within narrow limits is not only wholly unrealistic, but places an unreasonable burden upon the

officers themselves. For if this thirty-three page affidavit may be incorporated into a search warrant in order to explain the meaning of otherwise vague language in the warrant, and then be delivered into the hands of 159 agents in two cities for execution, so may a 100 page affidavit be incorporated into a search warrant and distributed to any number of officers, all of whom will be expected to digest all the information contained in the affidavit in order to decide whether each document examined constitutes "presently unknown evidence" of uncertain offenses. All of this makes a mockery of the Fourth Amendment guarantee against exploratory searches and seizures contained in the requirement that search warrants particularly describe the things to be seized. There is nothing in this Court's decision in *Andresen v. Maryland, supra,* even remotely authorizing the "incorporation" doctrine as it appears in the Court of Appeals Opinion.

CONCLUSION

For the forcgoing reasons, a Writ of Certiorari should issue to review the Judgment and Opinion of the United States Court of Appeals for the District of Columbia Circuit.

Respectfully submitted,

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APPENDIX FOR THE PETITIONER

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TABLE OF CONTENTS

APPENDIX A—Opinion, United States Court of Appeals for the District of Columbia Circuit, December 1, 1977 ..... 1a

APPENDIX B—Order, United States Court of Appeals for the District of Columbia Circuit, December 8, 1977 ..... 18a

APPENDIX C—Order, United States Court of Appeals for the District of Columbia Circuit, January 9, 1978 ..... 20a

APPENDIX D—Opinions on Suggestion for Rehearing *En Banc*, United States Court of Appeals for the District of Columbia Circuit, January 4, 1978 ..... 24a

APPENDIX E—Memorandum and Order, United States District Court for the District of Columbia, July 27, 1977 ..... 30a

APPENDIX F—Order, United States Court of Appeals for the District of Columbia Circuit, January 4, 1978 ..... 49a

APPENDIX G—Order, United States Court of Appeals for the District of Columbia Circuit, January 9, 1978 ..... 50a

APPENDIX A

[Filed Dec 1 1977]

UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793 September Term, 1977

In Re: Miscellaneous #77-0151

Search Warrant Dated July 4, 1977,
for Premises at 2125 S Street,
Northwest, Washington, D.C.

BEFORE: MacKinnon and Robb, Circuit Judges; Markey, Chief Judge, US Court of Customs and Patent Appeals*

JUDGMENT

This cause came to be heard on the record on appeal from the order of the United States District Court for the District of Columbia and was argued by counsel. On consideration of the foregoing, for reasons which appear in the attached *per curiam* opinion, it appears to the Court that the warrant for the search of the premises at 2125 S Street, Northwest, Washington, D.C. dated July 4, 1977 is indistinguishable in practical effect from the warrant upheld by the Supreme Court in *Andresen v. Maryland,* 427 U.S. 463 (1976); that the warrant states with sufficient particularity the things to be seized; that Item 162 of this warrant does not render the warrant a general warrant within the meaning of the Fourth

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*Sitting by designation pursuant to Title 28 U.S.C. §293(a).

Amendment; and that the warrant does not leave to the executing officers impermissible discretion; it is therefore

ORDERED by this Court that the July 27, 1977 decision of the United States District Court for the District of Columbia that the warrant in this case is a general warrant in contravention of the Fourth Amendment and therefore invalid is reversed; and, it is

FURTHER ORDERED by the Court that the July 27, 1977 order of the District Court is vacated in its entirety; and, it is

FURTHER ORDERED by the Court that the case is remanded to the District Court for consideration of the other grounds alleged for invalidating the warrant not considered by the District Court, specifically, that the search was conducted in a manner that constituted a violation of the Fourth Amendment, that the agents employed unnecessary force in violation of 18 U.S.C. §3109; and that the warrant was stale.

Per Curiam

For The Court:

/s/ George A. Fisher
GEORGE A. FISHER
Clerk

Date: December 1, 1977
Opinion for the Court Per Curiam

[Will be printed at a later date]

[Filed DEC 1 1977]

UNITED STATES COURT OF APPEALS
for the District of Columbia Circuit

No. 77-1793

IN RE:
SEARCH WARRANT DATED July 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

Appeal from the United States District Court
for the District of Columbia
(D.C. Misc. 77-0151)

Argued November 18, 1977

Decided December 1, 1977

Hamilton P. Fox, III, Attorney, Department of Justice with whom *Earl J. Silbert,* United States Attorney, *Carl S. Rauh,* Principal Assistant United States Attorney, *Henry F. Schuelke, III,* Executive Assistant United States Attorney, *John A. Terry, Brian Shaughnessy, Raymond Banoun* and *Judith Hetherton,* Assistant United States Attorneys were on the brief, for appellants.

Philip J. Hirschkop, with whom *John D. Grad* and *Earl Dudley* were on the brief, for appellee.

Before: MacKINNON and ROBB, *Circuit Judges,* and MARKEY,* Chief Judge, United States Court of Customs and Patent Appeals

Opinion for the Court *Per Curiam*

PER CURIAM: Following a search and seizure by the Government of numerous documents pursuant to a search warrant, on motions of the Church of Scientology the trial court granted (1) a protective order against the use by the Government of certain of the documents in certain civil litigation between the parties, and (2) ordered the return of the property seized. The latter order which directed the return of the seized property was construed by the court to involve "[i]n effect . . . a motion to suppress" (Appellant's Appendix, 5) and on that basis the Government has appealed therefrom under 18 U.S.C. §3731.[1] The

*Sitting by designation pursuant to Title 28 U.S.C. §293(a).

[1] 18 U.S.C. §3731 provides:

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An appeal by the United States shall lie to a court of appeals from a decision or order of a district courts suppressing or excluding evidence or requiring the return of seized property in a criminal proceding, [sic] not made after the defendant has been put in jeopardy and before the verdict or finding on an indictment or information, if the United States attorney certifies to the district court that the appeal is not taken for purpose of delay and that the evidence is a substantial proof of a fact material in the proceeding.

The appeal in all such cases shall be taken within thirty days after the decision, judgment or order has been rendered and shall be diligently prosecuted.

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The provisions of this section shall be liberally construed to effectuate its purposes.

statute directs such appeals to be diligently prosecuted and pending grand jury proceedings are being held in abeyance awaiting the decision on this appeal. Accordingly, we have expedited the argument on the appeal and our decision as well.

In our view of the controversy the validity of the order of the District Court directing the return of the seized property turns on a single issue, *i.e.*, whether the trial court was correct when it construed the search warrant to be a "general warrant" prohibited by the Constitution.

The principal issue in this case thus turns on whether the warrant is overbroad and constitutes a general warrant because of the reference to the crime of "conspiracy" as set forth in item 162 of the affidavit for the search warrant (App. 32-76), and in the search warrant (App. 22-31). The search warrant in designating the "concealed certain property" that the "Federal Bureau of Investigation" was "commanded to search . . . and seize" stated "(See attached Description of property)." The attachment entitled "*Description of Property*" consisted of 7-½ typewritten pages (App. 33-40) which very specifically described and designated a great many items to be seized if found on the designated premises. There were 162 separately enumerated items so described. In most instances each item referred to a document on a single subject specified by type, date, subject and other relevant data such as the author or addressee. A few items were stated more broadly, but generally none of the first 161 items, except item 155, is attacked for any alleged lack of specificity or particularity. The "Description" incorporated the extensive affidavit attached to the affidavit for the Search Warrant. It is item 162 that is the

principal subject of attack by the appellee and which furnished the principal basis for the ruling by the trial court. As set forth in the Search Warrant item 162 appears in the following context:

> . . . there is now being concealed certain property, namely
>
> (See attached Description of Property)

(App. 22).

DESCRIPTION OF PROPERTY

* * *

> 162. Any and all fruits, instrumentalities, and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government porperty [*sic*] in violation of 18 U.S. Code §§371, 1503 and 641 *which facts recited in the accompanying affidavit make out.*

(App. 31, emphasis added).

The reference in the search warrant to the "accompanying affidavit" incorporated the 33-page "Affidavit in Support of Search Warrant" (App. 42-74) that was attached to the "Description of Property" (App. 33-41), all of which was appended to the regular "Affidavit for Search Warrant," Form A.O. 106 (Rev. Apr. 1973) (App. 12). The affidavit was executed by Robert Tittle, Special Agent, Federal Bureau of Investigation.

The trial court in its Memorandum construed item 162 and stated:

> I hold that the grant of authority [by 162] to the agents to search for and seize any evidence of conspiracies to steal government property and to obstruct justice amounted to a "general warrant" and therefore contravened the Fourth Amend-

> ment's guarantee against unreasonable searches and seizures. I am not persuaded that the Supreme Court's recent decision in *Andresen v. Maryland,* 427 U.S. 463 (1976), is to the contrary.

(App. 6).

In reaching such conclusion we find that the district court gave an overbroad construction to the search warrant, improperly interpreted the relevant offenses, ignored a significant part of item 162 and gave an unduly restrictive interpretation to the Supreme Court decision in *Andresen v. Maryland, supra.*

First, as to the overbroad construction of the search warrant. As stated in its holding, set forth above, the district court held that the search warrant granted "authority to the agents to search for and seize *any* evidence of conspiracies to steal government property and to obstruct justice . . . ." Such construction is patently incorrect. It ignores completely the following language which limits the breadth of item 162: "*. . . which facts recited in the accompanying affidavit make out.*" (App. 31, emphasis added). The recited facts and designations of property and offenses impose particular limits upon the search warrant and that was the purpose of the italicized statement. This, the trial court did not consider. Properly construed the warrant only authorizes a search and seizure of evidence of the particular conspiracies to steal government property and to obstruct justice that are described in the "accompanying affidavit."

Without exhaustively describing these conspiracies and offenses, and the relevant "fruits, instrumentalities and evidence" (App. 31, 40) thereof that are described and particularized in the "Description of Property" and the "accompanying affidavit," the conspiratorial and ob-

struction offenses that may be the subject of the authorized search and seizure, because they are designated and particularized in the affidavit and search warrant, are the following: (1) Conspiracy to steal government property from: (a) the office of the United States Attorney in the U.S. Court House, Washington, D.C., and more particularly from the office of "Assistant United States Attorney Nathan Dodell" (App. 41, 52); (b) the office of Staff Attorney Paul Figley, Department of Justice, Washington, D.C. (App. 41, 48, 50); (c) the Internal Revenue Service (identification cards) (App. 42) and possibly other documents; and (d) by unlawfully breaking and entering such offices and the offices of Interpol maintained in the U.S. Treasury Department in Washington, D.C. (App. 49). (2) Conspiracy to obstruct justice: (a) by illegally obtaining from opposing parties in litigation "documents relating to Scientology-instituted Freedom of Information Act suits against, *inter alia,* the Central Intelligence Agency, the Drug Enforcement Administration, [the U.S.] Customs [Service], Interpol and the Defense Communications Agency" (App. 50); (b) by engaging in illegal eavesdropping (App. 46); (c) by perjury and subornation of perjury committed, *inter alia,* by Henning Heldt, Greg Willardson, Duke Snider, Michael James Meisner, Richard Weigand, Gerald Bennett Wolfe (App. 57-61) and others;[2] most of whom occupy managerial positions with the Church of Scientology in Washington, D.C. and Los Angeles, California (App. 75, 76).

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[2]Anyone who aids, abets, counsels, commands, induces, procures or wilfully causes another to commit an offense in violation of any U.S. statute is guilty as a principal of the crime so committed. 18 U.S.C. §2.

The allegations referred to above, in connection with the *conspiracy* offenses, also include allegations of facts which particularize the specific *substantive* offenses of theft of government property (18 U.S.C. §641) and obstruction of justice (18 U.S.C. §1503).

In addition to all the foregoing a separate part of the affidavit for the search warrant, extending over 11 typewritten pages, is devoted to setting forth in particular detail the "*Nature and Location of Document Files Maintained by the Church of Scientology*" (App. 63-73). This part of the supporting affidavit names names, describes documents, gives dates, describes their contents, and indicates where in the organization's offices they might be found. It also describes their size, the titles under which they might be found in the files, the extent of the relevant files, the meaning of certain titles, such as "program files" (App. 64), "operations (files) (App. 64); "government special bank" (App. 64) and that "two file systems [are maintained] consisting of covertly and overtly obtained documents" (App. 64). Of particular importance is the particular reference to the "confidential file of the Deputy Guardian for Information (U.S.) [of the Church of Scientology]" which allegedly contains "reports written by the [U.S.] Central Intelligence Agency in South American (in particular Ecuador and Bolivia) concerning Interpol agents believed to be involved in drug dealings" (App. 65). Some of the documents which were particularized "included some programs directed against government agencies" (App. 65). The files and filing system at the office designated in the search warrant 2125 S Street N.W., Washington, D.C., was also described and particularized (App. 72).

A significant part of the affidavit also particularizes the stolen documents by specifying their source and the subject matter to which they relate:

SOURCE OF DOCUMENTS

Items 1-99 lists documents stolen (and copied), from the office of Assistant United States Attorney Nathan Dodell, United States Attorney's Office for the District of Columbia.

Items 100-148 lists documents stolen (and copied) from the office of Staff Attorney Paul Figley, Department of Justice, Washington, D.C.

Items 100-122 are documents relating to the case of *Church of Scientology of California v. United States Department of Justice,* CV 74-3550-F.

Items 123-127 are documents relating to the case of *Church of Scientology of California v. Kelly,* Civil Action 74-906.

Items 128-130 are documents relating to the case of *Church of Scientology of California v. Postal Service,* Civil Action 75-2004-R.

Items 131-132 are documents relating to the case of *Church of Scientology of California v. State Department,* Civil Action 75-2832 AAH

Items 133-134 are documents relating to the case of *Church of Scientology of California v. Alcohol, Tobacco and Firearms,* Civil Action 75-1699 RFP.

Items 135-136 are documents relating to the case of *Church of Scientology of California v. Department of State,* Civil Action 75-2562E.

Item 137 is a document relating to the case of *Church of Scientology of California v. Department of Transportation,* Civil Action No. 75-3482.

Items 138-147 are documents relating to the case of *Church of Scientology of California v. Energy Research and Development Administration,* Civil Action No. 76-11R.

(App. 41).

The last paragraph of the affidavit makes further specific reference to "the crimes . . . which facts recited in the accompanying affidavit make out . . . ." (App. 40, 31).

> Based on the foregoing, affiant submits that there is probable cause to believe that, from 1974 through 1976, officials of the Church of Scientology in Los Angeles, California and in Washington, D.C., conspired to steal documents from the Government of the United States by means of the burglary of U.S. Government offices and theft by operatives of the Church in the employ of the U.S. Government; that documents belonging to the United States Government were stolen pursuant to that conspiracy; that copies of such stolen documents are secreted in the files of the Church of Scientology in Los Angeles, California, and Washington, D.C.; that subsequent to the confrontation between Messrs. Meisner and Wolfe and agents of the F.B.I. on June 11, 1976, officials of the Church of Scientology conspired to obstruct justice by preparing a false response to expected inquiries of Meisner and Wolfe by law enforcement authorities and federal grand juries; that plans, scenarios and directives were committed to writing in furtherance of this conspiracy; that such writings are secreted in the files of the Church of Scientology in Los Angeles, California, and Washington, D.C.; that the objects of this latter conspiracy were met in part before a Grand Jury of the United States District Court for the District

> of Columbia on June 10, 1977; that, thereafter a summary of Wolfe's Grand Jury testimony was prepared by him in furtherance of the objectives of this latter conspiracy; and that copies of that summary are secreted in the offices of the Church of Scientology in Los Angeles, California, and Washington, D.C. (Appellant's App. 73.)

It is apparent from the "Memorandum and Order" of the trial court that it interpreted the reference in the search warrant to "conspiracies" to refer to "conspiracies to steal government property and to obstruct justice" (Appellant's App. 6). We agree. However, we strongly disagree with the statement that the affidavit and search warrant were therefore general and not sufficiently particularized to pass constitutional muster. As outlined briefly above, the supporting documents went into great particularity not only as to the relevant documents and their location but also as to the particular offenses that the property sought was designed to prove. These offense are not "amorphous" – they are specific, particularized and according to the affidavit supported by reams of hard documentary evidence as well as by sworn statements of some of the alleged conspiractors and principals in the conspiracy and substantive offenses.

We agree with the District Court that the searches and seizures can only be conducted after a showing of

> . . . probable cause, supported by Oath or Affirmation, and particularly describing the place to be searched and the person or things to be seized.

U.S. Const. amend. IV. However, we agree with the finding of the United States Magistrate that the affidavit did show probable cause and described the "place to be search and the . . . things to be seized"

with the required particularity. The trial court Memorandum admits: "To be sure, the affidavit provided the agents with substantial guidance as to what to look for" (App. 17), but it gets off the track when it concludes: "For there is nothing 'particular' about conspiracy" (App. 15). In the context of *this* search warrant and the conspiracies it refers to this is an erroneous conclusion – the two conspiracies here specified were described in great particularity. *See* text, *supra.* We thus do not agree with the further findings of the trial court that the warrant "[permitted] seizure of anything at all" (App. 17), and "invited the agents to seize any document in the Church's files that struck their fancy" (App. 9).

The trial court also finds the warrant to be overbroad because:

> As a practical matter [it constitutes] . . . a directive to seize "evidence at this time unknown" of conspiracy [which amounts to] . . . a "wild card" permitting seizure of anything at all.

(App. 17). This, however, is an overbroad interpretation of the warrant. The warrant, in item 162, only authorizes

> Any and all fruits, instrumentalities, and evidence (at this time unknown) of the crimes of conspiracy, obstruction and theft of government property . . . *which facts recited in the accompanying affidavit make out.*

(App. 31). Thus, as pointed out in the forepart of this opinion, the italicized language imposes a very great degree of particularity and specificity to all the offenses described and to the evidence, fruits and instrumentalities that may be seized. But the important feature about the questioned language in item 162 is that it

follows identically the language which the Supreme Court in *Andresen v. Maryland, supra* found was not overbroad in the context of the offenses there designated. Precisely, *Andresen* holds that the warrant did not become "fatally general because it followed an exhaustive list of particularly described documents with the phrase 'together with other fruits, instrumentalities and evidence of crimes at this [time] unknown.' " 427 U.S. at 479.

A cursory comparison indicates that the questioned language here is more precise tha[n] that in *Andresen*, in that it is limited by the facts concerning the offenses which are made out by the recitations in the accompanying affidavit. Also, the offenses here described do not suffer in comparison with the offense concerning the crime of false pretenses surrounding "Lot 13T" that was involved in *Andresen*. In that decision the search was upheld for evidence of "intent to defraud and knowledge of [the] falsity" of the allegedly false representations. 427 U.S. at 483. The limitation of the present warrant to the designated crimes "which facts recited in the accompanying affidavit make out" is every bit if not more specific and particularized than the warrant in *Andresen*.

A further question is raised as to item 155. Item 156 should also probably be included. These items provide:

> 155. A Guardian Order generally identified as "Snow White".
>
> 156. Any and all Guardian Orders issued pursuant to the Guardian Order generally identified as "Snow White" which would be identified by the mention of "Snow White".

(App. 39). These may be referred to as the "Snow White" files. In connection therewith, on this appeal, the Church contended at oral argument:

> This warrant, if it's upheld by the court [on its Snow White items] authorized the FBI to seize all of the legal files of the Church of Scientology, all of its litigation files, all of its correspondence to counsel, all of its pleadings, all of its proposed pleadings, all of its records.

In this connection, the warrant should not be construed that broadly. While the warrant may have supported a claim to examine the "Snow White" file, just as a warrant to search a house for a murderer would not authorize seizing the contents of the house, the Government cannot retain "all the legal files of the Church of Scientology" but only those in the "Snow White" category that constitute the particularized "Guardian Orders", possibly including general orders in the "Snow White" phase of the Church's operations, and material in such files that constitute "fruits, instrumentalities and evidence . . . of the [stated] crimes . . . which facts recited in the accompanying affidavit make out." (App. 39-40).[3] If any of the

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[3]We have made a cursory examination of the material seized in Washington, D.C. Without going into any detail concerning such material we note it includes (1) apparently *original* documents from the Internal Revenue Service, (2) copies of Central Intelligence Agency documents marked "Secret", and (3) a file on "Bugging", and another on locksmithing, in addition to a great deal [of] other material.

We do not find any of the cases cited by counsel in his letter of November 16, 1977 to be contrary to the above holding. United States v. Katz, 238 F. Supp. 689, 695 (S.D.N.Y. 1965) ordered the return of an automobile that the government sought to forfeit and retain as evidence. The court found that no

[footnote continued]

documents seized in the search by the agents exceed the bounds of the search warrant they should be returned, but the "fruits, instrumentalities and evidence" that were seized, and that are relevant to the particularized offenses and which are specifically referred to in the affidavit and search warrant, should be delivered to the government forthwith for use in connection with the grand jury proceedings. Our order herein does not restrict the right of the court to consider and determine whether any specific document may have been seized outside the authority of the search warrant as construed in this opinion.

On the authority of *Andresen v. Maryland*, 427 U.S. 463, 478-484 (1976), we hold that the search warrant in this case is not a general warrant and is valid. The

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"evidentiary" reason had been shown for requiring the retention of the auto and that it had not supported its forfeiture claim. The court also denied the motion to suppress evidentiary use of other evidence seized in the search. This supports the conclusion we reach that some seized material may be retained while other material may not be retained. United States v. Bell, 120 F. Supp. 670 (D.D.C. 1954), also involved a forfeiture and was decided on procedural grounds. As for Neen v. United States, 386 F.2d 953, 956 (headnote 5) (10th Cir. 1967), and Goodman v. United States, 369 F.2d 166, 168 (9th Cir. 1966), neither are relevant to our disposition of the case. As for the citation to WRIGHT, FEDERAL PRACTICE AND PROCEDURE, CRIMINAL at 676, the citation is generally irrelevant, but it does point out that when a motion to suppress is granted, normally the "property must be returned" but not where the property is "otherwise subject to lawful detention." This would negate that part of the court's order that directed the return to the Church of stolen government property or material that had been improperly copied from government documents. Certainly such material is "subject to detention" by the Government.

order requiring the return of the property is thus vacated.[4]

Order accordingly.

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[4]The search warrant is clearly limited to a search for evidence relating to the crimes of theft of government property, obstruction of justice and a conspiracy to commit such crimes. There is nothing in the nature of the crime of conspiracy as proscribed by 18 U.S.C. §371 that prevents a magistrate from issuing a search warrant to seize evidence that such crime has been committed. In fact, conspiratorial crimes are conducted with more secrecy than many other crimes and search warrants that seek evidence of conspiracy, and otherwise meet the required standards, may extend to all relevant evidence of that crime. Otherwise, alleged conspirators would occupy a special protection from prosecution that is not available to other accused persons. The same may be said of search warrants seeking relevant evidence of obstruction of justice. Neither of these offenses possess any special immunity that would protect them from being ferreted out by proper search warrants seeking relevant evidence. While these offenses may have certain subjective elements, like the criminal intent in Andresen v. Maryland, *supra*, the evidence that proves such subjective elements may be objective, tangible and constitute clear proof. This appears to be a case where, if the documents described and particularized in the affidavit and search warrant, live up to their description, the crimes of conspiracy to steal government property and to obstruct justice and such substantive offenses, would be practically proved, amorphous intent and all, merely by introducing the documents themselves with testimony as to where they were found.

APPENDIX B

[Filed Dec 8, 1977]

UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793

September Term, 1977

Misc. 77-0151

IN RE:

SEARCH WARRANT DATED July 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

Before: MacKINNON and ROBB, Circuit Judges, and MARKEY,* Chief Judge, United States Court of Customs and Patent Appeals

ORDER

It is ORDERED by the Court, *sua sponte*, that the opinion filed on December 1, 1977, is hereby amended as follows:

Page 12, line 22, of the opinion, after the word "file" and before the comma, insert:

"but not necessarily to seize its entire contents"

Per Curiam
For the Court:

/s/ George A. Fisher
George A. Fisher
Clerk

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*Sitting by designation pursuant to Title 28, U.S.C. §293(a).

APPENDIX C

[Filed Jan 9, 1978]

UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793

September Term, 1977

Miscellaneous #77-0151

IN RE:

SEARCH WARRANT DATED July 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

BEFORE: MacKinnon and Robb, Circuit Judges; and Markey*, Chief Judge, U.S. Court of Customs and Patent Appeals.

ORDER

Upon consideration of the motion of the Founding Church of Scientology for leave to inspect documents and for other relief, of the government's opposition thereto and of movant's reply, and it being asserted that the first two sentences in footnote 3 of the opinion of this Court

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*Sitting by designation pursuant to Title 28 U.S.C. §293(a).

filed in this case on December 1, 1977 refer to some documents which are not indexed in the warrant return, it is

ORDERED by the Court that the Opinion for the Court, filed December 1, 1977, is hereby amended by the deletion of the first two sentences in footnote 3 thereof, on pages 12-13 of the printed slip opinion, for the reasons set forth in the attached memorandum of this Court filed herein this date, and it is

FURTHER ORDERED by the Court that the motion of the Founding Church of Scientology for leave to inspect documents and for other relief, is denied, in accordance with the attached memorandum of this Court, filed herein this date.

Per Curiam

For the Court:

/s/ George A. Fisher
GEORGE A. FISHER
Clerk

No. 77-1793

In re: Search Warrant Dated July 4, 1977, for Premises at 2125 S Street, Northwest, Washington, D.C.

MEMORANDUM

The Founding Church of Scientology has moved this court for leave to inspect the doc[u]ments obtained in a search conducted pursuant to the subject search warrant of July 4, 1977 for the premises at 2125 S Street, Northwest, Washington, D.C. These documents, which are contained in eight medium-sized paper boxes, are now in the possession of this court as part of the record in this case. Movant contends that the opinion of this court of December 1, 1977 referred in two sentences of footnote 3 to some documents which are not indexed in the warrant return; that these documents, which the opinion stated were "in addition to a great deal of other material," were referred to by the Government in its pleadings filed with the United States Supreme Court in opposition to the application of the Founding Church of Scientology to stay the mandate; that movant has filed a petition for rehearing and/or suggestion for appropriateness of rehearing *en banc* in this court; and that said documents will be in part a subject of further litigation. Insofar as said documents may be a subject of further litigation, the motion to inspect them should be addressed to and considered by the District Court on remand. Movant also asserts that, because of the two sentences of footnote 3, inspection of the documents referred to is necessary in order to enable it to further develop its defenses. However, the two sentences which were placed in footnote 3, that movant refers to, were not necessary to this court's decision and the decision of this court on December 1, 1977 was concerned solely with the facial validity of the search warrant inasmuch as the District Court "considered [movants] memoranda and oral arguments with respect to the warrants *facial validity*" and found the warrant to be "overbroad on its *face*." (Emphasis added.) With the decision of the District Court being thus based on the facial invalidity of the warrant the content of the documents seized is irrelevant to the case in its present posture. For the foregoing reasons the court, *sua sponte*, strikes the first two sentences of footnote 3 from its opinion. The motions to inspect said documents, and to direct the Government to deliver to the Church's counsel a copy of the documents held, are denied. The movant may renew its motions when the case is again before the District Court.

APPENDIX D

Notice: This opinion is subject to formal revision before publication in the Federal Reporter or U.S. App. D.C. Reports. Users are requested to notify the Clerk of any formal errors in order that corrections may be made before the bound volumes go to press.

United States Court of Appeals

FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793

IN RE: SEARCH WARRANT DATED JULY 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

Supplemental Opinions on Suggestion for Rehearing
En Banc

(D.C. Misc. 77-0151)

Filed January 4, 1978

BEFORE BAZELON, *Chief Judge*; WRIGHT, MCGOWAN, TAMM, LEVENTHAL, ROBINSON, MACKINNON, ROBB and WILKEY, *Circuit Judges*

ORDER

The suggestion for rehearing *en banc* filed by appellee Founding Church of Scientology, having been transmitted to the full Court and no Judge having requested a vote with respect thereto, it is

Bills of costs must be filed within 14 days after entry of judgment. The court looks with disfavor upon motions to file bills of costs out of time.

ORDERED by the Court *en banc* that appellee's aforesaid suggestion for rehearing *en banc* is denied.

Statement of *Circuit Judge* WRIGHT, in Which *Chief Judge* BAZELON and *Circuit Judge* LEVENTHAL Join, as to Why He Does not Request a Vote on the Suggestion for Rehearing *En Banc*, is attached.

Statement of *Circuit Judge* ROBINSON, with Whom *Circuit Judge* MCGOWAN Concurs, as to Why He Does Not Request a Vote on the Suggestion for Rehearing *En Banc*, is attached.

Statement of *Circuit Judge* WRIGHT, in Which *Chief Judge* BAZELON and *Circuit Judge* LEVENTHAL Join, as to Why He Does not Request a Vote on the Suggestion for Rehearing *En Banc*

WRIGHT, *Circuit Judge*: In its most recent case considering the constitutionality of a search warrant the Supreme Court stated:

> General warrants, of course, are prohibited by the Fourth Amendment. "[T]he problem [posed by the general warrant] is not that of intrusion *per se*, but of a general, exploratory rummaging in a person's belongings. . . . [The Fourth Amendment addresses the problem] by requiring a 'particular description' of the things to be seized." *Coolidge* v. *New Hampshire*, 403 U.S. 443, 467 (1971). This requirement "'makes general searches . . . impossible and prevents the seizure of one thing under a warrant describing another. *As to what is to be taken, nothing is left to the discretion of the officer executing the warrant.*'" *Stanford* v. *Texas*, 379 U.S. 476, 485 (1965), quoting *Marron* v. *United States*, 275 U.S., at 196.

Andresen v. Maryland, 427 U.S. 463, 480 (1976) (emphasis added). The search warrant which the panel of this court upheld in this case directed the seizure of

> [a]ny and all fruits, instrumentalities, and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of governmental [property] in violation of 18 U.S.C. §§ 371, 1503 and 641 which facts recited in the accompanying affidavit make out.

Appellant's Appendix at 40.

The panel here predicated its decision upholding the warrant squarely on the Supreme Court's opinion in *Andresen*. Thus the question presented in this case is whether "nothing [was] left to the discretion of the officer executing the warrant." Since it is clear that the parties will ask the Supreme Court to review whatever is decided at this level in this case, in the interest of reducing unnecessary delay in this litigation, I think the case should now be passed on to the Supreme Court.

Statement of *Circuit Judge* ROBINSON, with Whom *Circuit Judge* MCGOWAN Concurs, as to Why He Does Not Request a Vote on the Suggestion for Rehearing *En Banc*

ROBINSON, *Circuit Judge*: The warrant under scrutiny directed seizure of 161 designated items and of

> [a]ny and all fruits, instrumentalities, and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of governmental [property] in violation of 18 U.S.C. §§ 371, 1503 and 641 which facts recited in the accompanying affidavit make out.[1]

The District Court, denominating the latter call "a 'wild card' permitting seizure of anything at all,"[2] reasoned

[1] Appellant's Appendix 40, quoted in *In re Search Warrant Dated July 4, 1977*, No. 77-1793 (D.C. Cir. Dec. 1, 1977), at 4.

[2] *In re Search Warrant Dated July 4, 1977*, 436 F.Supp. 689, 698 (D.D.C. 1977).

that it communicated to executing officers permission to search for and seize anything arguably related to any and all violations of the three enumerated statutes[3] and thus was tantamount to an unconstitutional general warrant.[4] The panel, on the other hand, read the warrant as reasonably instructing officers to search only for evidence of seven specific criminal incidents alleged in the affidavit.[5] Thus construed, the warrant in the panel's view was adequately particularized, as judged by the standards of the Supreme Court's recent decision in *Andresen* v. *Maryland*.[6]

Whether the panel correctly appraised a prudent officer's understanding of the language of this warrant is

[3] *Id.* at 694, 697. See also *United States* v. *Burch*, 432 F. Supp. 961, 963 (D. Del. 1977). The District Court explained:

> The warrant in this case authorized—if indeed it did not direct—agents of the FBI to examine carefully and completely the contents of every document in the fourth-floor files of the Church and to make ad hoc, on-the-spot decisions as to which of those documents constitute evidence of conspiracy—an amorphous and open-ended crime that, as discussed below, has since its conceptual inception perplexed commentators and courts alike. In my view this warrant—addressed as it is to the crime of conspiracy—invited the agents to seize any documents in the Church's files that struck their fancy.

436 F.Supp. at 694.

[4] The Fourth Amendment provides in part that "no warrant shall issue" unless "particularly describing the place to be searched, and the person or things to be seized."

[5] *In re Search Warrant Dated July 4, 1977, supra* note 1, at 5-6. The panel concluded that the authorization in this warrant is nearly identical to that approved by the Supreme Court in *Andresen* v. *Maryland*, 427 U.S. 463, 96 S.Ct. 2737, 49 L.Ed.2d 627 (1976). *In re Search Warrant, supra* note 1, at 11. The District Court, however, felt that in context the challenged language, though similar, likely conveyed a different message. See note 3 *supra*.

[6] See note 5 *supra*.

surely not an issue rising to *en banc* caliber.[7] And though the panel's opinion is not entirely clear, I do not view it as a negation of the time-honored principle that the pivotal question is not whether a court in hindsight *can* find in the warrant a curb on the power to search but rather whether at the time of execution an officer reasonably and likely would take the warrant as authority for unbridled rummaging.[8] Nor is it argued that the magistrate reason-

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[7] See Fed. R. App. P. 35(a).

[8] *Andresen* v. *Maryland*, *supra* note 5, 427 U.S. at 493, 96 S.Ct. at 2754, 49 L.Ed.2d at 650 (Brennan J., dissenting); see *id.* at 480-481, 96 S.Ct. at 2748, 49 L.Ed.2d at 642 (majority opinion), quoting *Coolidge* v. *New Hampshire*, 403 U.S. 443, 467, 91 S.Ct. 2022, 2038, 29 L.Ed.2d 564, 583 (1971) (one of two main objectives of the Fourth Amendment warrant requirement is to assure that "searches deemed necessary should be as limited as possible," and the warrant achieves that goal only by directing executing officers to the particular things to be seized), and quoting also *Stanford* v. *Texas*, 379 U.S. 476, 485, 85 S.Ct. 506, 512, 13 L.Ed.2d 431, 437 (1965), in turn quoting *Marron* v. *United States*, 275 U.S. 192, 196, 48 S.Ct. 74, 76, 72 L.Ed. 231, 237 (1927) ("[t]he requirement that warrants shall particularly describe the things to be seized makes general searches under them impossible and prevents the seizure of one thing under a warrant describing another"; "[a]s to what is to be taken, nothing is left to the discretion of the officer executing the warrant"). See also *United States* v. *United States District Court (Keith)*, 407 U.S. 297, 316, 92 S.Ct. 2125, 2136, 32 L.Ed.2d 752, 765 (1972), quoting *Leach* v. *Three of King's Messengers*, 19 How.St.Tr. 1001, 1027 (1765) ("'[i]t is not fit," said Mansfield, 'that the receiving or judging of information should be left to the discretion of the officer. The magistrate ought to judge and should give certain directions to the officer.'").

Thus, it is not enough that the parameters the magistrate intends to place on the scope of the search would bring it within constitutional bounds. Nor is it enough that a reviewing court is able to read the warrant as not necessarily

ably could have defined the items subject to seizure with greater particularity and thus have "minimize[d] unwarranted intrusions upon privacy."[9] Therefore, because the panel opinion rests squarely upon its quasi-factual interpretation of the total context of this warrant, I think rehearing *en banc* would be unjustified. The mere inclusion in future warrants of language that in isolation is similar or identical to that under review in this case would not necessarily immunize those warrants from challenges that they authorized overbroad searches.

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chartering an impermissible search. The executing officers themselves must know at the outset how far they are licensed to go in their pursuit of evidence.

[9] *Andresen* v. *Maryland*, *supra* note 5, 427 U.S. at 482 n. 11, 96 S.Ct. at 2749 n.11, 49 L.Ed.2d at 643 n.11.

APPENDIX E

[Filed July 27, 1977]

UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF COLUMBIA

Miscellaneous No.: 77-0151

In re:
Search Warrant Dated
July 4, 1977, for Premises
at 2125 S Street, Northwest,
Washington, D.C.

MEMORANDUM AND ORDER

On July 8, 1977, agents of the Federal Bureau of Investigation (FBI) executed a search warrant on the premises of the Founding Church of Scientology, Washington, D.C.[1] Issued on the strength of a lengthy affidavit alleging that certain Church officials had conspired "to steal documents from the Government of the United States by means of the burglary of U.S. Government offices and theft by operatives of the Church in the employ of the U.S. Government" and to obstruct justice by "preparing a false response to expected inquiries . . . by

[1] Another search was conducted the same day at the Church's offices in Los Angeles, California. I am concerned here only with the propriety of the search conducted in the District of Columbia.

law enforcement authorities and federal grand juries,"[2] the warrant directed the agents to file cabinets located in the rear of the fourth floor of the building that houses the Church's Washington offices. There, the affiant stated he had probable cause to believe, the agents would find copies of the stolen documents as well as written plans, scenarios, directives and a summary of grand jury testimony prepared in furtherance of the alleged conspiracies.

The warrant directed the agents to leave no stone unturned. It identifies 148 documents and files allegedly stolen from government offices. It also lists as appropriate for seizure the summary of grand jury testimony and 12 other documents and categories of documents that the government apparently believes constitute evidence of the alleged conspiracies. Finally, item number 162 of the warrant authorizes the agents to seize:

> Any and all fruits, instrumentalities and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government porperty [sic] in violation of 18 U.S. Code §§371, 1503 and 641 which facts recited in the accompanying affidavit make out.

While the FBI agents were conducting the search the Church filed a motion in this Court seeking to restrain them from doing so and to impose a protective order sealing all documents seized, primarily on the ground that the warrant was overbroad on its face in violation of the Fourth Amendment to the United States Constitution. The Church argued in addition that should the contents of some of the seized documents be disclosed to representatives of the numerous federal agencies with which

[2] Affidavit in Support of Search Warrant at 32. The affidavit discusses these allegations in considerable detail.

it is presently involved in civil litigation, its attorney-client privilege would be violated and its litigation prospects irreparably damaged. This Court denied the motion without reaching the merits of the Church's contentions. On July 11 the Church renewed its request for a protective order; with the consent of the United States Attorneys responsible for the criminal investigation, an order was entered prohibiting disclosure of the seized materials to attorneys for or employees of agencies involved in civil litigation with the Church. The order was to remain in effect for ten days.

The Church has now moved for return of the property seized from its Washington files on July 8. Rule 41(e), Fed. R. Crim. P. In effect this is a motion to suppress. *Id.* The Church asserts four grounds for invalidating the seizure: The warrant was overbroad – or "general" – on its face; the agents conducted the search in a manner violative of the Fourth Amendment; the agents employed unnecessary force in violation of 18 U.S.C. § 3109; and any probable cause that might have been established by the affidavit had grown stale by the time it was executed.

Having considered the memoranda filed by representatives of the Church and of the government and heard their oral arguments with respect to the warrant's facial validity, I find I need go no further. I hold that the grant of authority to the agents to search for and seize any evidence of conspiracies to steal government property and to obstruct justice[3] amounted to a "general warrant" and therefore contravened the Fourth Amendment's

[3]It should be noted that item 162 of the warrant appears to permit seizure of evidence of *any* conspiracy. I reject such a construction, however, in light of the emphasis in the affidavit on the two types of conspiracies I have mentioned.

guarantee against unreasonable searches and seizures. I am not persuaded that the Supreme Court's recent decision in *Andresen v. Maryland*, 427 U.S. 163 (1976), is to the contrary.

I

The Fourth Amendment to the Constitution provides:

> The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, *and particularly describing the place to be searched and the persons or things to be seized.* (Emphasis added.)

The Fourth Amendment serves to prevent both unjustified and arbitrary interferences with personal security and property.[4] In the first instance the amendment is designed to ensure that the government cannot interfere with a person's security unless it has a good reason for doing so. The *particularity* requirement ensures as well that the government cannot conduct a search indiscriminately, as by rummaging through a person's belongings in search of any evidence of any crime whatsoever. It accomplishes this end in two ways. First, it leaves to a neutral judicial officer the initial decision as to what can be seized.[5] Second, it circumscribes the permissible

[4]*See generally* Amsterdam, *Perspectives On the Fourth Amendment*, 58 Minn. L. Rev. 349, 410-12 (1974).

[5]The requirement that warrants shall particularly describe the things to be seized makes general searches under them impossible and prevents the seizure of one thing under a warrant describing another. As to what is to be taken, nothing is to be left to the discretion of the officer executing the warrant. *Marron v. United States*, 275 U.S. 192, 196 (1927).

bounds of the search itself; as a commonly-used example illustrates, an officer executing a warrant could not reasonably expect to find a stolen elephant in a kitchen closet or in the drawer of a desk.

As particularity is required, so necessarily is generality forbidden. Opposition to the so-called "general warrant" has firm roots in the history of Anglo-American law. As Justice Stewart has observed, writing for a majority of the Supreme Court in *Stanford v. Texas*, 379 U.S. 476, 481-82 (1965):

> These words [commanding a particularized description of the place to be searched and the persons or things to be seized] are precise and clear. They reflect the determination of those who wrote the Bill of Rights that the people of this new Nation should forever 'be secure in their persons, houses, papers, and effects' from intrusion and seizure by officers acting under the unbridled authority of a general warrant. Vivid in the memory of the newly independent Americans were those general warrants known as writs of assistance under which officers of the Crown had so bedeviled the colonists. The hated writs of assistance had given customs officials blanket authority to search where they pleased for goods imported in violation of the British tax laws. They were denounced by James Otis as 'the worst instrument of arbitrary power, the most destructive of English liberty, and the fundamental principles of law, that ever was found in an English law book,' because they placed 'the liberty of every man in the hands of every petty officer.' The historic occasion of that denunciation, in 1761 at Boston, has been characterized as "perhaps the most prominent event which inaugurated the resistance of the colonies to the oppressions of the mother country. 'Then and there,' said John Adams, 'then and there was the

> first scene of the first act of opposition to the arbitrary claims of Great Britain. Then and there the child of Independence was born.'" *Boyd v. United States*, 116 U.S. 616, 625 (1886).

Also it is significant, in considering the propriety of seizure of a Church's documents, that the First and Fourth Amendments share at least in part a common heritage.

> Historically the struggle for freedom of speech and press in England was bound up with the issue of the scope of the search and seizure power.

Marcus v. Search Warrants, 367 U.S. 717, 724 (1961). In fact, unlimited power to search was first directed at non-conforming religious groups.

> In Tudor England officers of the Crown were given roving commissions to search where they pleased in order to suppress and destroy the literature of dissent, both Catholic and Puritan.

Stanford v. Texas, supra, at 482.

I make reference to the First Amendment not to suggest that overtones of religious persecution attend the criminal investigation of the Church of Scientology, but to make clear the need for increased sensitivity in cases in which religious organizations are involved, irrespective of the nature or gravity of the charges against them. *Cf. Stanford v. Texas, supra; Marcus v. Search Warrants, supra.*

The flaw I find in the warrant involved here is precisely the evil that inheres in general warrants. The warrant in this case authorized – if indeed it did not direct – agents of the FBI to examine carefully and completely the contents of every document in the fourth-floor files of the Church and to make ad hoc, on-the-spot decisions as to which of those documents constitute evidence of con-

spiracy – an amorphous and open-ended crime that, as discussed below, has since its conceptual inception perplexed commentators and courts alike. In my view this warrant – addressed as it is to the crime of conspiracy – invited the agents to seize any documents in the Church's files that struck their fancy. As the Supreme Court put it in another context in *Marcus v. Search Warrants, supra:* "The warrants gave the broadest discretion to the executing officers; they left to the judgment of each of the many police officers involved the selection of such magazines as in his view constituted 'obscene publications.'" 367 U.S. at 732. In the present context as well, the sweep of that discretion is constitutionally intolerable.

II

The government rests its case, and quarrels with the analysis presented above, primarily on the authority of *Andresen v. Maryland,* 427 U.S. 463 (1976). In fact, as counsel for the government has indicated, the warrant involved in this case was patterned after the one at issue in *Andresen.* As I have suggested, I do not believe that *Andresen* stands for the proposition that a warrant authorizing search for evidence of particular conspiracies comports with the particularity requirement of the Fourth Amendment. Nevertheless, *Andresen* closely resembles the present case in numerous respects and obviously must be examined here.

Andresen can best be understood in the light of the Supreme Court's earlier opinion in *Warden v. Hayden,* 387 U.S. 294 (1967). In *Warden* a majority of the Court joined in abandoning the so-called "mere evidence" rule, which had prohibited seizure of items having only evidential value as distinguished from contraband, fruits and instrumentalities of crime. *Warden* involved a "hot pursuit," *warrantless* search that culminated in retrieval not only of a robbery suspect, weapons, and ammunition he allegedly used, but also of clothing he allegedly wore during the robbery, found in a washing machine in the basement of his house. The Court was hard put, on the facts of that case, to draw distinctions in terms of interests the Fourth Amendment is designed to protect between the clothing, on the one hand, and the weapons and ammunition, on the other. Chief Justice Warren and Justice Fortas concurred in the result only, expressing apprehension that abandonment of the "mere evidence" rule was not only unnecessary but also likely to destroy the Fourth Amendment's prohibition against general searches. 387 U.S. at 310-12. Justice Douglas dissented vigorously on essentially the same ground. *Id.* at 312-25[.]

At the time of the Court's decision in *Warden,* despite some ambiguity it was generally assumed that the *Fifth* Amendment stood as a bar to *seizure* of an individual's personal papers, as well as to compelled *production* of such papers. *E.g., Boyd v. United States,* 116 U.S. 616 (1886). *Warden,* however, expressly left open the question whether that was so. 387 U.S. at 303.

The Supreme Court apparently determined to resolve much of this ambiguity in *Andresen.* It upheld a conviction for the crime of "false pretenses" as defined by Maryland law, *see* Md. Ann. Code, Art. 27, § 140 (1976), over petitioner's contentions that the Fifth Amendment barred seizure of his personal business records and that warrants authorizing searches for documents in his offices were unconstitutionally general. The warrants at issue directed seizure of certain specified "items pertaining to sale, purchase, settlement and conveyance of lot 13, block T, Potomac Woods subdivision, Montgomery County, Maryland," 427 U.S. at 480 n. 10, "together with

other fruits, instrumentalities and evidence of crime at this [time] unknown." *Id.* As does the Church here, Andresen based his "generality" argument on the catch-all phrase at the conclusion of each warrant. He contended, according to the Court, that the "other-fruits" clause permitted the executing officers to search for and seize evidence of any crime.

After rejecting petitioner's Fifth Amendment claim, for reasons not germaine here, the Court began its Fourth Amendment analysis by reaffirming the rule that:

> General warrants, of course, are prohibited by the Fourth Amendment. "[T]he problem [posed by the general warrant] is not that of intrusion *per se*, but of a general, exploratory rummaging in a person's belongings. . . . [The Fourth Amendment addresses the problem] by requiring a 'particular description' of the things to be seized. *Coolidge v. New Hampshire*, 403 U.S. 443, 467 (1971). This requirement " 'makes general searches impossible and prevents the seizure of one thing under a warrant describing another. *As to what is to be taken, nothing is left to the discretion of the officer executing the warrant.*' " *Stanford v. Texas*, 379 U.S. 476, 485 (1965), quoting *Marron v. United States*, 275 U.S., at 196.

Andresen v. Maryland, supra, 427 U.S. at 480 (emphasis added). The Court then stated that, taken in context, the

> challenged phrase must be read as authorizing only the search for and seizure of evidence relating to 'the crime of false pretenses with respect to Lot 13T. . . .'

Id. (Citation omitted.) Since the warrants therefore "did not authorize the executing officers to conduct a search for evidence of *other* crimes," said the Court, they did not run afoul of the particularity requirement. *Id.* at 481-82 (Emphasis added.)

Petitioner in *Andresen* had a second Fourth Amendment claim, which pertained to documents referring to a lot other than 13T that were seized pursuant to a clause in the warrant authorizing search for "books, records, documents, papers, memoranda and correspondence, showing or tending to show a fraudulent intent, and/or knowledge as elements of the crime of false pretenses. . . ." Id. at 481 n. 10. Apparently he contended that these items were irrelevant to the charge concerning Lot 13T and therefore should have been suppressed according to *Warden v. Hayden, supra.* The Court disagreed, observing that intent to defraud is an element of the crime of false pretenses in Maryland and that it is well settled that "proof of similar acts is admissible to show intent or the absence of mistake." *Andresen, supra,* at 483. Moreover, said the Court,

> Lot 13T and the other lot [about which evidence was seized] had numerous features in common. Both were in the same section of the . . . subdivision; both had been owned by the same person; and transactions concerning both had been handled by petitioner. Most important was the fact that there were two deeds of trust in which both lots were listed as collateral.

Id. at 484.

III

The government apparently would have me read *Andresen,* in conjunction with *Warden v. Hayden,* as sanctioning any warrant that directs the executing officers to search for "evidence of" a particular crime. The logic of the government's position is clear and, I admit, parallels statements made by the Court in *Andresen:* If the affidavit and warrant together identify in precise

terms the crime believed to have been committed, and the warrant directs the agents to search for "evidence of" that crime, then the agents have no discretion to search for evidence of other crimes, and the particularity requirement is satisfied.

Were the government correct, the particularity requirement would be rendered a nullity. Hence I cannot believe that the Court intended *Andresen* to be interpreted so broadly, or so literally. For a warrant must satisfy *both* the probable cause and particularity commands, not simply the former: "[N]o Warrants shall issue, but upon probable cause [to believe a *particular* crime has been committed], . . . *and* particularly describing the place to be searched and the persons or things to be seized." U.S. Const. amend IV (emphasis added). To say that mechanical inclusion of the phrase "evidence of" in a warrant automatically and necessarily renders it particular rather than general is to say, simply, that we no longer prohibit general searches.

To be sure, searches for "evidence of" crimes are no longer prohibited, and in *Andresen* the Court did validate a warrant authorizing just that. This in no way means, however, that the particularity requirement has been discarded along with the "mere evidence" rule; rather, the government can safely assume only that searches for *particular evidence* will be condoned. As the Court put it in *Warden*,

> if . . . rejection [of the "mere evidence" rule] does enlarge the area of permissible searches, the intrusions are nevertheless made after fulfilling the probable cause *and particularity* requirements of the Fourth Amendment. . . .

387 U.S. 390 (emphasis added).

Andresen must, I believe, be read in the light of the Court's reiteration of our historical proscription of general warrants and the Court's statement, derived from numerous prior cases, that *"[a]s to what is to be taken, nothing is left to the discretion of the officer executing the warrant."* 427 U.S. at 480 (emphasis added). I do not take this statement literally to mean that the executing officer can make no determinations at all with respect to what is to be seized. Such an application of the Court's language would require me to ignore the rule permitting the executing officer to seize manifestly criminal objects such as contraband that he encounters inadvertently in plain view.[6] What I do take the Court to mean, however, is that a neutral and detached judicial officer must in the first instance ensure that strict standards exist to guide the officer in his exercise of discretion. Evidently the majority[7] of the Court was satisfied that the judicial officer who issued the warrant in *Andresen* could reasonably have concluded that a search for evidence pertaining to the sale of a specific parcel of real estate – precisely and unmistakably identified as "Lot 13T" – is sufficiently circumscribed to comport with the rule against discretionary searches and seizures. Presumably the agents could readily determine whether a particular document pertained to that lot simply by inspecting its contents in a cursory fashion – that is, by keying on the magic words, "Lot 13T." Thus they could instantly seize – or elimi-

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[6] *E.g., Alderman v. United States,* 394 U.S. 165, 177 n. 10 (1969) (dictum); *see also* Amsterdam, *supra* note 4, at 358.

Whether documentary evidence in a person's files can be encountered "inadvertently" is a question that is sure to arise. I would have grave apprehensions about such an application of the "plain view" doctrine.

[7] Justices Brennan and Marshall each wrote a dissenting opinion. 427 U.S. at 484; *id.* at 493.

nate from their scrutiny – any document that on its face did not relate to that property.[8]

Try as the government might; the same cannot be said about a search for evidence of a conspiracy – irrespective of the precision with which the underlying substantive offense is described.[9] Indeed, because of the permissive rules of evidence available to prosecutors seeking to prove conspiracy, in this context especially the distinction the government urges between impermissible searches for evidence of *any crime* and permissible searches for evidence of a *particular crime* is patently hollow. For there is nothing "particular" about conspiracy. As counsel for the Church points out, perhaps the best known statement in our jurisprudence concerning the law of conspiracy was that of Justice Jackson in *Krulewitch v. United States*, 336 U.S. 440 (1949):

> The modern crime of conspiracy is so vague that almost defies definition. Despite certain elementary and essential elements, it also, chameleon-like, takes on a special coloration from each of the many independent offenses on which it may be overlaid. It is always 'predominantly mental in composition' because it consists of a meeting of minds and an intent.

[8] I must admit that the Court's sanction of the seizure of evidence of "intent" or "absence of mistake" casts some doubt upon the issue involved here. However, the Court limited its sanction to evidence of similar transactions that related closely and objectively to Lot 13T, i.e., evidence pertaining to a second lot that was listed as collateral together with Lot 13T in two deeds of trust. 427 U.S. at 484. In so doing, the Court appeared to be embracing the rationale I have espoused in the text.

[9] In the present case, one of the underlying substantive offenses is obstruction of justice. That in itself is a rather amorphous crime, and remains so despite the detail with which the alleged plot is described in the affidavit.

> The crime comes down to us wrapped in vague but unpleasant connotations. It sounds historical undertones of treachery, secret plotting and violence on a scale that menaces social stability and the security of the state itself. . . .
>
> . . .
>
> [E]ven when appropriately invoked, the looseness and pliability of the doctrine present inherent dangers which should be in the background of judicial thought wherever it is sought to extend the doctrine to meet the exigencies of a particular case.

Id. at 446-47, 449. Inasmuch as conspiracy "almost defies definition," it is no surprise that the rules of evidence that pertain to it are loose and pliable as well. This is so principally because the underlying substantive offenses do not limit the scope of relevant evidence that might be introduced at trial. Rather, evidence of conspiracy could also include evidence of *any* action taken by one of the accused confederates – no matter how trivial or manifestly innocuous on its face – that might somehow be connected to an agreement to commit the substantive offenses, or be said to constitute an act in furtherance of such an agreement. *See, e.g.*, Wharton, *Criminal Evidence*, § 642 (13th ed. 1973). Thus "evidence of conspiracy" is a virtually open-ended proposition.

It seems self evident then, in considering both the warrant and the affidavit supporting it, *see Moore v. United States*, 461 F.2d 1236, 1238 (D.C. Cir. 1972), that the agents in this case had no clear standard to guide their exercise of discretion. Item 162 of the warrant authorized them to search for and seize "evidence at this time unknown" of the two conspiracies outlined in the affidavits. Such evidence, quite clearly, is of a character substantially different from the evidence involved in

Andresen. In that case, subjective judgments by the officers as to what may or may not be evidence were narrowly confined by the *objects* of the search – documents pertaining to the sale of a specific parcel of real estate, precisely identified as "Lot 13T." Thus a search for "unknown evidence" pertaining to a single real estate transaction may be said to be particular in the sense that the agents know essentially what they are looking for, and definite limitations exist with respect to their exercise of discretion as to what to seize. In the present case, by contrast, despite the detail with which the alleged conspiracies to burglarize government offices, steal government property, and obstruct the criminal investigation are described in the affidavit, the potential fruits of the search were limited only by the number of documents in the Church's files. To be sure, the affidavit provided the agents with substantial guidance as to what to look for. But neither the warrant nor the affidavit – nor both construed together – placed practical limitations upon their determinations respecting what to seize. For unless the contents of any particular document rendered it manifestly criminal, the decision whether to seize it was complicated by the subjective considerations attending the law of conspiracy. In effect, each agent had been delegated authority to consider the relevance of the documents according to his own subjective standards as to what evidences the conspiracies suggested by the affidavit. As a practical matter, therefore, a directive to seize "evidence at this time unknown" of conspiracy is a "wild card" permitting seizure of anything at all. In terms of the damage done to the Church's interest in freedom from unjustified, indiscriminate seizures, item 162 is indistinguishable from a warrant to seize evidence of "any crime."

Under the circumstances of this case, the government's argument that the affidavit was sufficient to establish the necessary particularity is on especially tenuous ground. For the government concedes that "certain documents... should not have been seized," that indeed "approximately half of the documents will be returned. . . ." Memorandum in Opposition To Motion For Return of Property at 4. Though, as the government suggests, the fact of improper *seizure* may not *ipso facto* demonstrate an improper *warrant,* that fact certainly provides strong indication that the agents themselves did not construe the affidavit as limiting their discretion.

Moreover, even assuming *arguendo* that the government's broad interpretation of *Andresen* is the correct one, I would still find it difficult to condone a warrant authorizing search for and seizure of evidence of conspiracy "at this time unknown." For unless the warrant directed the executing officers to seize *only evidence objectively pertaining to specific acts of conspiracy identified in the affidavit* – as distinguished from evidence of any potential act in furtherance of the conspiracies described – the officers would maintain their license to rummage through the files and take whatever they pleased. Indeed, even a warrant authorizing search only for unknown documents pertaining to specific acts of conspiracy would seem to suffer for want of particularity. Execution of such a warrant, again, would vest in the agents discretion to make difficult, subjective determinations with respect to relevancy. Thus I must admit that I have serious doubts whether any warrant authorizing search for and seizure of "documentary evidence of conspiracy at this time unknown" could withstand constitutional scrutiny.

IV

I recognize and share the Supreme Court's concern that the "complexity of an illegal scheme . . . not be used as a shield to avoid detection when the State has demonstrated probable cause to believe that a crime has been committed and probable cause to believe that evidence of this crime is in the suspect's possession." *Andresen, supra,* 427 U.S. at 481 n. 10. At the same time, of course, a complex legal scheme cannot be used as a shield from the commands of the Fourth Amendment. Thus it may be said that a far-flung criminal scheme – such as conspiracy – *justifies* an equally far-flung search for evidence of that scheme. The Fourth Amendment, however, as the Court has repeatedly recognized, commands more than a justification for an intrusion into a person's privacy. It also commands that no such intrusion be executed in an *arbitrary*, or indiscriminate manner. Thus steps must be taken to ensure that the intrusion is confined to its justifiable limits. This is so especially where searches for documents are involved.

> We recognize that there are grave dangers inherent in executing a warrant authorizing a search and seizure of a person's papers that are not necessarily present in executing a warrant to search for physical objects whose relevance is more easily ascertainable. . . . In both kinds of searches, responsible officials, including judicial officials, must take care to ensure that they are conducted in a manner that minimizes unwarranted intrusions upon privacy.

Andresen, 427 U.S. at 482 n. 11. This rationale, it seems to me, applies with still more force in a case involving a search through a religious organization's files.

Once government agents have a search warrant in hand, only the requirement that the warrant "particularly describ[e] the place to be searched, and the persons or things to be seized" serves to protect citizens from unjustified interferences with personal security or property. The particularity requirement – and nothing else – confines the intrusion to its justifiable limits.[10] In *Andresen* the Supreme Court evidently believed that the precision of the term "Lot 13T" was sufficient to accomplish that purpose. Here, however, there is no such precision. This is why the warrant cannot stand.

ORDER

Upon consideration of the foregoing assessment of the challenged process, the Court ORDERS that the government, forthwith:

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[10]Had the warrant authorized only seizure of items one through 161, for example, the resulting interference with the Church's privacy would have been narrowed considerably. First, the agents could have removed from the Church's files only the items listed specifically in the warrant. Second, specification of the things to be seized would have altered the search-process itself. Each of the specified items has certain objective, readily identifiable earmarkings – name of author or addressee, date, title and the like. Thus in one respect or another each item is similar to a document pertaining to "Lot 13T." Presumably the Church has imposed some system of order on its files, most likely by alphabetizing them. The agents, then, could first have looked in the specific sections of the files in which the documents would most likely be found. If perchance the agents succeeded immediately in locating the documents sought, no justification would have existed to search further, and no other documents could have been disturbed. Assuming the files had no order whatever or the specified items were randomly interspersed throughout them, the agents could have inspected each document in the files in cursory fashion, keying on the objective earmarkings specified in the warrant. Thus the agents would not have had authority to consider and take with them those secrets of the Church which should have been left alone.

(1) return to petitioner all material seized on July 8, 1977 in a search of its premises by agents of the Federal Bureau of Investigation under color of authority of a warrant dated July 4, 1977;

(2) destroy any and all copies of such materials in its possession or control and any and all fruits of the search and seizure, including but not limited to notes, memoranda, correspondence, photographs or other materials seized or any information otherwise gleaned during or as a result of the search;

(3) retrieve any copies of any materials seized or any fruits of the search and seizure which have been disseminated to any persons outside the Fraud Section of the United States Attorney's Office, including any copies of such items or notes or memoranda concerning them made by such persons;

(4) destroy all materials retrieved pursuant to paragraph (3) of this order without making copies thereof or notes concerning them; and

(5) report in detail in writing to this Court, with copy to counsel for petitioner, on its compliance with the terms of this order not later than one week from the date hereof.

And it is further ORDERED
that execution of the above is stayed pending final resolution of this matter if the government elects to appeal; otherwise its terms shall be effected automatically upon expiration of the time allotted for filing notice of appeal. In the interim the documents shall be impounded by the Clerk.

/s/ William B. Bryant
Chief Judge

July 27, 1977
Date

APPENDIX F

[Filed Jan 4, 1978]

UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793 Misc. No. 77-0151

September Term, 1977

IN RE:

SEARCH WARRANT DATED July 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

BEFORE: MacKinnon and Robb, Circuit Judges;
and Markey*, Chief Judge, U.S. Court of
Customs and Patent Appeals.

ORDER

Upon consideration of the petition for rehearing filed by appellee Founding Church of Scientology, it is

ORDERED by the Court that appellee's aforesaid petition is denied.

Per Curiam

For the Court:

/s/George A. Fisher
GEORGE A. FISHER
Clerk

*Sitting by designation pursuant to Title 28, U.S.C. §293(a).

APPENDIX G

[Filed Jan 9, 1978]

UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT

No. 77-1793

September Term, 1977

Miscellaneous #77-0151

IN RE:

SEARCH WARRANT DATED July 4, 1977,
for Premises at 2125 S Street, Northwest
Washington, D.C.

BEFORE: MacKinnon and Robb, Circuit Judges;
and Markey*, Chief Judge, U.S. Court
of Customs and Patent Appeals.

ORDER

Upon consideration of the motion of the Founding Church of Scientology to recall the mandate and thereafter to stay its reissuance, filed December 12, 1977, of the government's opposition to said motion and of movant's reply thereto, and upon consideration of the government's motion for immediate reissuance of the

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*Sitting by designation pursuant to Title 28 U.S.C. §293(a).

mandate, filed December 16, 1977, and of the opposition of the Founding Church of Scientology to said motion, and the mandate having been returned to this Court on December 12, 1977, it is

ORDERED by the Court that the motion of the Founding Church of Scientology is granted to the extent that the Clerk is directed not to reissue the mandate in this case prior to February 13, 1978, and it is

FURTHER ORDERED by the Court that the motion of the government for immediate reissuance of the mandate is denied.

Per Curiam

For the Court:

/s/George A. Fisher
GEORGE A. FISHER
Clerk

No. 77-1090

In the Supreme Court of the United States

OCTOBER TERM, 1977

FOUNDING CHURCH OF SCIENTOLOGY, PETITIONER

v.

UNITED STATES OF AMERICA

ON PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA CIRCUIT

BRIEF FOR THE UNITED STATES IN OPPOSITION

WADE H. MCCREE, JR.,
Solicitor General,

BENJAMIN R. CIVILETTI,
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INDEX

Page

Opinions below 1

Jurisdiction 1

Question presented 1

Statement 2

Argument 6

Conclusion 10

CITATIONS

Cases:

Allard v. *Church of Scientology*, 58 Cal. App. 3d 439, 129 Cal. Rptr. 797, certiorari denied, 429 U.S. 1091 9

Andresen v. *Maryland*, 427 U.S. 463 ..... 2, 6, 7, 8, 9

Founding Church of Scientology v. *United States*, 412 F. 2d 1197, certiorari denied, 397 U.S. 1009 9

Heller v. *New York*, 413 U.S. 483 9

Stanford v. *Texas*, 379 U.S. 476 9

Taylor v. *Minnesota*, 466 F. 2d 1119, certiorari denied, 410 U.S. 956 8

United States v. *Bills*, 555 F. 2d 1250 8

United States v. *Calandra*, 414 U.S. 338 6

United States v. *Davis*, 542 F. 2d 743, certiorari denied, 429 U.S. 1004 8

United States v. *Freeman*, 532 F. 2d 1098 8

Page

Cases—continued:

United States v. *Fuller*, 441 F. 2d 755, certiorari denied, 404 U.S. 830 8

United States v. *Honore*, 450 F. 2d 31, certiorari denied, 404 U.S. 1048 8

United States v. *Schwartz*, 535 F. 2d 160, certiorari denied, 430 U.S. 906 8

United States v. *Teller*, 412 F. 2d 374, certiorari denied, 402 U.S. 949 8

United States v. *Ventresca*, 380 U.S. 102 8

United States v. *Womack*, 509 F. 2d 368, certiorari denied, 422 U.S. 1022 ..... 7, 8

Constitution and rules:

United States Constitution:

First Amendment 8

Fourth Amendment 5, 6

Federal Rules of Criminal Procedure:

Rule 6(g) 6

Rule 41(e) 5

In the Supreme Court of the United States

OCTOBER TERM, 1977

No. 77-1090

FOUNDING CHURCH OF SCIENTOLOGY, PETITIONER

v.

UNITED STATES OF AMERICA

ON PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE DISTRICT OF COLUMBIA CIRCUIT

BRIEF FOR THE UNITED STATES IN OPPOSITION

OPINIONS BELOW

The opinion of the court of appeals (Pet. App. 3a-21a) is not yet reported. The opinion of the district court (Pet. App. 30a-48a) is reported at 436 F. Supp. 689.

JURISDICTION

The judgment of the court of appeals was entered on December 1, 1977 (Pet. App. 1a-2a), and a petition for rehearing was denied on January 4, 1978 (Pet. App. 49a). The petition for a writ of certiorari was filed on February 2, 1978. The jurisdiction of this Court is invoked under 28 U.S.C. 1254(1).

QUESTION PRESENTED

Whether the warrant authorizing the search of petitioner's premises was unconstitutionally overbroad.

STATEMENT

1. On July 8, 1977, agents of the Federal Bureau of Investigation executed a search warrant on the premises of the Assistant Guardian's Office of petitioner, the Founding Church of Scientology of the District of Columbia.[1] The search warrant had been issued by a magistrate of the United States District Court for the District of Columbia on the basis of a 33-page affidavit that detailed the results of an investigation into charges that various officials of the Church had conspired to and did steal government documents and had then conspired to and did obstruct justice by concealing these crimes during a grand jury investigation into burglaries of the United States Courthouse in the District of Columbia. The affidavit also set forth probable cause to believe that a large number of documents evidencing these crimes would be found in petitioner's files.

The search warrant identified 161 specific documents and categories of documents that were subject to seizure.[2]

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[1]The Founding Church of Scientology is the District of Columbia branch of the Church of Scientology (hereinafter referred to as "the Church"). Searches were also conducted on the same day at the Church's offices in Los Angeles, California, on the basis of identical affidavits. In reliance upon the presumed collateral estoppel effect of the ruling in the instant case, the United States District Court for the Central District of California ordered return of the property seized as a result of those searches. *United States* v. *Various Documents Seized from the Church of Scientology of California and Cedar-Sinai Complex*, No. CV-77-2565 MML, decided August 8, 1977. The government has appealed this order to the United States Court of Appeals for the Ninth Circuit (No. 77-3828).

[2]The 161 items were documents alleged to have been stolen from the United States Government, documents relating to the subornation of false grand jury testimony to cover up burglaries of the offices of the United States Attorney for the District of Columbia, and documents concerning plans by the Church to infiltrate government agencies and steal government files.

In addition, Item 162 of the warrant, which was patterned after a similar clause approved by this Court in *Andresen* v. *Maryland*, 427 U.S. 463, 481-482, authorized seizure of:

> Any and all fruits, instrumentalities and evidence (at this time unknown) of the crimes of conspiracy, obstruction of justice and theft of government property in violation of 18 U.S.C. §§371, 1503, and 641 which facts recited in the accompanying affidavit make out.

App. 9.[3]

2. The search warrant affidavit submitted to the magistrate outlined in substantial detail the information uncovered by the F.B.I.'s investigation into the burglaries of the United States Courthouse (App. 11-43), much of which had been provided by Michael J. Meisner, who had been a member of the Church's Guardian's Office hierarchy and had acted in a supervisory capacity over its information gathering branch until June 1976. According to Agent Robert Tittle, Meisner and Gerald Wolfe, another member of the Church's Guardian's Office, had been discovered in the United States Courthouse late at night on June 11, 1976, in possession of forged I.R.S. credentials (*id.* at 24-26). Although the two men were allowed to leave, a warrant was subsequently issued for Meisner's arrest. After remaining a fugitive for more than a year, Meisner surrendered on June 20, 1977, and agreed to cooperate with the government (*id.* at 31).

During the next two weeks, Meisner provided detailed information about criminal activities that members of the Church had planned and executed, including infiltration of the Internal Revenue Service, the Drug Enforcement

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[3]"App." refers to the separately-bound appendix containing the search warrant and accompanying affidavit, copies of which have been lodged with the Clerk of this Court.

Administration, and the Tax Division of the Department of Justice in an effort to obtain all documents these agencies possessed regarding the Church (App. 14-19). Meisner revealed that, once in these locations, the Church members found and copied documents of interest to the Church and delivered them to him (*id.* at 18-19). Meisner then filed one copy of the stolen documents in the Church's office in Washington, D.C., and sent three copies to the Church's office in Los Angeles, California (*id.* at 22-23).[4]

Through the efforts of a Church member surreptitiously placed in the Justice Department, Meisner learned in February 1976 that other documents of interest to the Church were located in the office of an Assistant United States Attorney in the United States Courthouse in the District of Columbia (App. 18-19). Thereafter, Meisner and Wolfe, using false I.R.S. identification, entered the courthouse on three occasions after normal business hours (*id.* at 21-25). On the first two occasions, they entered the Assistant United States Attorney's office by using stolen keys and obtained and copied the desired documents. As noted above, on their third illegal entry Meisner and Wolfe were confronted and questioned by the F.B.I. agents (*id.* at 25).

Following their encounter with the F.B.I., Meisner and Wolfe were directed by their superiors in the Guardian's Office in Los Angeles to prepare fabricated stories to tell the authorities in the event that they were again interrogated (App. 26-30). Wolfe complied with this order, telling the grand jury that he had no connection with the Church and had been in the courthouse solely to

[4]The affidavit also explained the Church's elaborate filing system (App. 32-42).

use the law library for personal research (*id.* at 29-30). Wolfe pleaded guilty on May 13, 1977, to the false use of a government seal, in violation of 18 U.S.C. 1017. Meisner also frustrated the investigation by fleeing to Los Angeles, where he disguised his appearance, received regular briefings on the progress of Wolfe's prosecution, and enjoyed access to the stolen government documents in the Church's files (*id.* at 29-30, 32-41). In April 1977, after Meisner announced that he was tired of remaining a fugitive, the Church attempted to prevent his surrender by placing him under 24-hour guard and by physically restraining him, but he eventually escaped and returned to Washington (*id.* at 31-31).

3. Following execution of the warrant and seizure of various documents, the Church moved, pursuant to Rule 41(e) of the Federal Rules of Criminal Procedure, for return of the property taken from its offices. The district court granted the motion, holding that, despite the fact that the affidavit (which was incorporated into the warrant) described in exhaustive detail the documents that could be seized, the inclusion of Item 162 transformed the warrant into a "general warrant," prohibited by the Fourth Amendment (Pet. App. 30a-48a). The court of appeals unanimously reversed, finding that the warrant and "supporting documents went into great particularity not only as to the relevant documents and their location, but also as to the particular offenses that the property sought was designed to prove" (Pet. App. 12a). The court below concluded that, "[p]roperly construed[,] the warrant only authorizes a search and seizure of evidence of the particular conspiracies to steal government property and to obstruct justice that are described in the 'accompanying affidavit' " (Pet. App. 7a), and, indeed, that the language of Item 162 was more limited in scope

than a similar provision of the warrant upheld in *Andresen* v. *Maryland*, 427 U.S. 463, 478-484 (*id.* at 14a).[5]

ARGUMENT

Petitioner's sole contention is that the warrant to search its premises was unconstitutionally overbroad because of the inclusion of Item 162. This claim amounts to nothing more than the application of settled Fourth Amendment principles to the particular facts of this case and presents no significant legal question warranting review by this Court. See Pet. App. 29a (statement of Robinson, J., explaining why he does not request a vote on the suggestion for rehearing *en banc*). Moreover, the court of appeals correctly concluded that the challenged portion of the warrant was virtually identical to that recently upheld in *Andresen*.

Andresen involved a state criminal investigation of a lawyer suspected of having engaged in a fraudulent real estate transaction involving a piece of land known as Lot

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[5]On January 4, 1978, the court of appeals unanimously denied the Church's petition for rehearing and suggestion of rehearing *en banc* (Pet. App. 24a-25a, 49a). Contrary to petitioner's contention (Pet. 9), we do not read Judge Wright's statement explaining his vote to deny rehearing *en banc* to suggest that he believes that this case is worthy of review by this Court. Rather, Judge Wright was legitimately concerned, in light of the severe frustration of the grand jury's investigation caused by this litigation, not to bring about further unnecessary delay in the filing and disposition of the Church's petition for a writ of certiorari. Because of the stay orders issued by the district court and the court of appeals, the government has not yet been permitted to present the fruits of the seizure to the grand jury, some seven months after the search and seizure occurred. This inhibition of the grand jury's functions is of course inconsistent with the principles announced in *United States* v. *Calandra*, 414 U.S. 338. The grand jury investigating the crimes alleged in this case was empanelled on October 13, 1976, and its term will therefore expire on April 12, 1978. See Rule 6(g), Fed. R. Crim. P.

13T. The investigators, concluding that there was probable cause to believe that Andresen had committed the crime of false pretenses in his handling of the land transaction and that specified documents evidencing the crime would be found in his offices, obtained warrants to search both his law office and the office of his real estate corporation. The warrants, however, while containing a detailed list of the documents to be seized (those relating to the sale and conveyance of Lot 13T), also authorized the seizure of "other fruits, instrumentalities and evidence of crime at this [time] unknown" (427 U.S. at 479). The Court rejected the claim that this phrase should be read in isolation, without reference to the preceding sentences in the warrant, and that the omnibus phrase transformed an otherwise valid warrant into a forbidden "general warrant." Rather, the Court concluded that "[t]he 'other fruits' clause is one of a series that follows the colon after the word 'Maryland.' All clauses in the series are limited by what precedes that colon, namely, 'items pertaining to . . . lot 13, block T.' The warrants, accordingly, did not authorize the executing officers to conduct a search for evidence of other crimes but only to search for and seize evidence relevant to the crime of false pretenses and Lot 13T" (427 U.S. at 481-482).

The court of appeals applied precisely the same reasoning to sustain the warrant here, which was deliberately modeled after the clause at issue in *Andresen*. As the court below observed, the language of Item 162, even if abstractly susceptible of a broad reading, was narrowed and particularized by the language of the affidavit, which was incorporated into the warrant.[6] Thus viewed, Item

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[6]A search warrant of course may "incorporate[ ] by express reference the underlying affidavit attached thereto which quite specifically details the records and documents to be obtained in the search." *United States* v. *Womack*, 509 F. 2d 368, 382 (C.A. D.C.), certiorari denied, 422 U.S. 1022.

162 plainly covered (Pet. App. 7a) any and all "evidence of the particular conspiracies to steal government property and to obstruct justice that [were] described in the 'accompanying affidavit.'" This common sense reading (*United States* v. *Ventresca,* 380 U.S. 102, 108-109) is fully consistent both with *Andresen* and with the reasonable conclusion that Item 162 was intended and understood simply to mirror the affidavit upon which it is based. See *United States* v. *Freeman,* 532 F. 2d 1098, 1100 (C.A. 7); *United States* v. *Womack,* 509 F. 2d 368, 382 (C.A. D.C.), certiorari denied, 422 U.S. 1022; *Taylor* v. *Minnesota,* 466 F. 2d 1119, 1121 (C.A. 8), certiorari denied, 410 U.S. 956; *United States* v. *Honore,* 450 F. 2d 31, 33 (C.A. 9), certiorari denied, 404 U.S. 1048.[7]

Petitioner seeks to avoid the application of these settled principles, however, by contending (Pet. 11-16) that the search somehow violated its First Amendment rights and those of its members.[8] Even assuming that the Church is a

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[7]Indeed, Item 162 added nothing to the agents' authority to seize documents that were evidence of a crime. It did not broaden the scope of the search, and even without the final clause the agents could have seized incriminating items, not specifically mentioned in the warrant, if they unexpectedly came across them during the search. See, *e.g., United States* v. *Bills,* 555 F. 2d 1250, 1251 (C.A. 5); *United States* v. *Davis,* 542 F. 2d 743, 745 (C.A. 8), certiorari denied, 429 U.S. 1004; *United States* v. *Schwartz,* 535 F. 2d 160, 163 (C.A. 2), certiorari denied, 430 U.S. 906; *United States* v. *Teller,* 412 F. 2d 374, 379 (C.A. 7), certiorari denied, 402 U.S. 949. The clause also was little different from the "including but not limited to" language occasionally used in search warrants. See, *e.g., United States* v. *Fuller,* 441 F. 2d 755, 760 (C.A. 4), certiorari denied, 404 U.S. 830.

[8]Petitioner also appears to argue (Pet. 17-19) that when a large volume of documents has been seized, it must follow that too much discretion was left to the searching officer. There is, to begin with, no support for petitioner's claim that a great number of documents were seized in this case. Indeed, the documents taken from the Church's

bona fide religious organization, and there is substantial doubt,[9] the claim is groundless. If petitioner is arguing that the business office of a church is insulated from a search for stolen property and related materials authorized by a valid warrant, we know of no authority (and petitioner has provided none) to support that proposition. See *Stanford* v. *Texas,* 379 U.S. 476, 485 n. 16. Moreover, to the extent that petitioner suggests that the seizures have inhibited its ability to function, the claim is also insubstantial, since the Church was provided in August 1977 with copies of all seized documents, with the exception of those stolen from the government. Cf. *Heller* v. *New York,* 413 U.S. 483, 492-493. Finally, petitioner's assertion that a search of church property raises problems of rummaging among constitutionally protected material is simply inapposite. The warrant to search the Church's

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offices in the District of Columbia fit into two regular-sized cartons. But more important, petitioner's argument, if accepted, would mean that many complex crimes could be shielded from prosecution merely by utilizing a volume of paper. See *Andresen* v. *Maryland, supra,* 427 U.S. at 481 n. 10.

Petitioner also attaches special significance (Pet. 15) to the fact that the government has indicated that it intends to return to petitioner some of the documents seized. Such a procedure is neither novel nor indicative of any facial invalidity of the warrant. There are many reasons why seized documents are returned and, as with all other questions of fact in this case, no evidence has been taken on the matter.

In *Andresen,* of the 80 files seized from the defendant's business and law offices, the government voluntarily returned 52 and the trial court suppressed an additional 10 "on the ground that there was no connection between them and the crimes charged" (427 U.S. at 467). Only 18 files, or less than 23 percent of the documents seized, were eventually used in the prosecution. This Court did not indicate that that fact had any bearing whatsoever on the question whether the warrant was invalid on its face.

[9]See, *e.g., Founding Church of Scientology* v. *United States,* 412 F. 2d 1197 (Ct. Cl.), certiorari denied, 397 U.S. 1009; *Allard* v. *Church of Scientology,* 58 Cal. App. 3d 439, 129 Cal. Rptr. 797, certiorari denied, 429 U.S. 1091.

property in this case was issued upon an exceptionally strong showing of probable cause to believe that evidence of specified crimes would be found therein. In any event, the court of appeals did not decide whether the search warrant in this case had been executed in a lawful manner. It held only that the warrant was not unconstitutional on its face. Questions concerning the scope and manner of execution of the warrant remain to be resolved on remand to the district court. See Pet. App. 16a.

CONCLUSION

The petition for a writ of certiorari should be denied.

Respectfully submitted.

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FEBRUARY 1978.

DOJ-1978-02

Supreme Court, U. S.
FILED
MAR 13 1978
MICHAEL RODAK, JR., CLERK

IN THE

Supreme Court of the United States

October Term, 1977
No. 77-1090

FOUNDING CHURCH OF SCIENTOLOGY,

Petitioner,

vs.

UNITED STATES OF AMERICA,

Respondent.

Reply to Brief in Opposition to Petition for Writ of Certiorari.

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SUBJECT INDEX

Page

Argument 1

TABLE OF AUTHORITIES CITED

Cases

Allard v. Church of Scientology, 58 Cal.App.3d 439, 129 Cal.Rptr. 797 3

Andresen v. Maryland, 427 U.S. 463 .....6, 7

Barr v. Weise, 293 F.Supp. 7 3

Church of Scientology of California v. Department of Justice, 410 F.Supp. 1297 3

Church of Scientology of Hawaii v. United States, 485 F.2d 313 (9th Cir.) 3

Coolidge v. New Hampshire, 403 U.S. 443 7

Founding Church of Scientology v. United States, 412 F.2d 1197 (Ct.Cl.) 3

Handeland v. C.I.R., 519 F.2d 327 (9th Cir.) 2, 3

Roaden v. Kentucky, 413 U.S. 496 4

Stanford v. Texas, 379 U.S. 476 5

United States v. Klein, 565 F.2d 183 (1st Cir.) 7

United States v. Thompson, 495 F.2d 165 (D.C. Cir.) 6

Whiteley v. Warden, 401 U.S. 560 3

Statutes

United States Constitution, First Amendment ..2, 3 .....5, 6, 8

United States Constitution, Fourth Amendment 4, 8

IN THE

Supreme Court of the United States

October Term, 1977
No. 77-1090

FOUNDING CHURCH OF SCIENTOLOGY,

Petitioner,

vs.

UNITED STATES OF AMERICA,

Respondent.

Reply to Brief in Opposition to Petition for Writ of Certiorari.

ARGUMENT.

1. The principal thrust of the government's Brief in Opposition is to portray the constitutional question presented by petitioner as routine and thus unworthy of plenary review by this Court. The studied nonchalance with which the government now treats this case is, of course, in marked contrast to the actions of the government with respect to petitioner heretofore. Thus, the government does not deny that the July 8, 1977 raids on the Church of Scientology by some 25 FBI agents in Washington, D.C. and 134 agents in Los Angeles were raids on a religious group of a magnitude unparalleled in American history.[1] These

[1]It is probably not coincidental that the Church of Scientology happened to be the target of this overkill. For more than a quarter of a century, the Scientology religion has been

(This footnote is continued on next page)

were raids pursuant to search warrants which compelled large numbers of agents to rummage through papers concededly protected by the First Amendment's guarantees of the free exercise of religion, the freedoms of speech and press, and the freedom of associational privacy, in search of undescribed evidence of conspiracies. Yet, without disputing petitioner's factual description of the extreme intrusiveness of the raids, the government blithely characterizes this case as involving "nothing more than the application of settled Fourth Amendment principles to the particular facts" (Br.Opp., p. 6).[2] The government's very refusal to acknowledge that increased sensitivity is required in reviewing search warrants involving significant First Amendment interests only serves to emphasize the importance of the question here presented and the necessity for review by this Court.

Indeed, the government's only response to petitioner's analysis of the First Amendment concerns inherent in a broadly worded search warrant directed at the files and papers of a religious organization is to feign bewilderment that the Church would even suggest that the searches herein implicate the First Amendment interests of religious liberty, freedom of speech and press, and freedom of association (Br.Opp., p. 8).

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subjected to a pervasive campaign of overt and covert intelligence gathering by agencies of the federal government unrelated to legitimate law enforcement activity. Petitioner, for example, appeared on the list of 99 political and religious organizations singled out for special treatment by the IRS' Special Services Staff, information on these organizations being provided to the Revenue Service by the F.B.I. For discussion of the IRS' questionable treatment of the Church with respect to tax status, see *Handeland v. C.I.R.*, 519 F.2d 327, 330-331 (9th Cir.).

[2]"Br.Opp." refers to the brief for the United States in Opposition.

Since the government is unable to deny the fact that the affidavit in support of the search warrants made no claim that the Church of Scientology is other than a bona fide religious organization, the government now makes the coy but irrelevant suggestion that such a claim conceivably could be made (Br.Opp., pp. 8-9).[3] The government then proceeds to set up and demolish two straw-man First Amendment arguments that petitioner never made (Br.Opp., p. 9), but fails to provide any reasoned response to Petitioner's substantial contention (Pet. for Cert., pp. 13-14) that a search warrant which, as here, directs agents to scrutinize every paper in a church's files for undescribed evidence of conspiratorial crimes, permits even the seizure of literature describing the doctrines of the church, and threatens the associational privacy of church members whose names appear in the parishioner confessionals and similar protected communications inevitably present in a church's files.[4]

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[3]The bona fides of the Church as a religious organization are attested to by judicial decisions. See, *e.g.*, *Handeland v. C.I.R.*, 519 F.2d 327, 330-331 (9th Cir.); *Barr v. Weise*, 293 F.Supp. 7, 10; *Church of Scientology of Hawaii v. United States*, 485 F.2d 313 (9th Cir.); and *Church of Scientology of California v. Department of Justice*, 410 F.Supp. 1297. Neither *Founding Church of Scientology v. United States*, 412 F.2d 1197, 1199 (Ct.Cl.), nor *Allard v. Church of Scientology*, 58 Cal.App.3d 439, 129 Cal.Rptr. 797, hold that the Church of Scientology is other than a bona fide religious organization. In any event, if the government is seriously contending that the Church of Scientology is not a bona fide religious organization, the claim comes too late. See, *Whiteley v. Warden*, 401 U.S. 560.

[4]It is, of course, no answer to contend, as does the government (Br.Opp., pp. 9-10) that First Amendment interests may be disregarded merely because the search warrants issued upon "an exceptionally strong showing of probable cause." The requirement that search warrants particularly describe the property

(This footnote is continued on next page)

Is a search warrant directed at "the primary depository of documents for Scientology in the United States" containing "a permanent history of matters touching upon the Church" (Gov.App., p. 32) to be treated by the same Fourth Amendment criteria applicable to a warrant aimed at the files and records of a suspected bookmaker, gambler, drug dealer or real estate swindler? So far as the government is concerned, the answer is yes. In contrast, the opinion of the District Court was cognizant of "the need for increased sensitivity in cases in which religious organizations are involved" (App. for petitioner, p. 35a), giving recognition to the principle that the Fourth Amendment proscription against unreasonable searches and seizures "must not be read in a vacuum", for searches and seizures "reasonable as to one type of material in one setting may be unreasonable in a different setting with respect to another knd of material". *Roaden v. Kentucky,* 413 U.S. 496, 501.

The Washington, D.C. search warrant is, on its face, not only directed at premises occupied by a religious organization, but additionally directs a search of particular portions of the premises likely to contain constitutionally protected files and papers.[5]

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to be seized is independent from the requirement that no search warrants shall issue but upon a showing a probable cause. Moreover, petitioner disputes the government's characterization of documents as "stolen": this is a contested fact upon which no court has made any finding, and it is based upon the allegations of a single apostate of the Church.

[5]The search warrant directs the search of the Founding Church of Scientology, specifically the "rear portion of the fourth floor of the building" which "houses the offices of the P.R. [Public Relations] Bureau, the Information Bureau, the Legal Bureau and the Assistant Guardian's office. There

In short, petitioner contends, and the government denies, that the facial validity of a search warrant directed at the files and papers of a religious organization must be tested by standards that are sensitive to the First Amendment interests potentially threatened by such a search warrant.

The need to circumscribe the discretion of officers executing a search warrant, a need especially great where the warrant impinges upon freedoms of speech and press (*Stanford v. Texas,* 379 U.S. 476, 485), is all the greater where, as here, the warrant impinges upon three distinct First Amendment interests. A warrant to search a religious organization endangers the free exercise of religion because it strikes directly at the confessional and other parishioners' confidential communications, made only within a church, and threatens the freedoms of expression and associational privacy which a religious group and its members are entitled to exercise.

This case does not merely involve a search warrant aimed at "records" in the sense of ordinary commercial and financial records,[6] but rather "records" in the sense used in the search warrant and supporting affidavit herein—namely, records "containing documents reflecting all activities of the Church and all external

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are files located in each of these offices." (Appendix filed in the Court of Appeals, p. 22). The Church's public relations office, as should be expected of any public relations office, is concerned with press matters, including gathering news stories and issuing press releases. The public relations office handles, for example, news gathering for the publication of *Freedom,* a Church of Scientology news journal with a circulation of 500,000. Further research and documentation for the news gathering function of the public relations office is provided by the Information Bureau.

[6]See, *Stanford v. Texas,* 379 U.S. 476, 485, n. 16.

references to the Church since . . . 1966", which records "are kept both to facilitate operations of this large organization . . . and also to provde a permanent history of matters touching upon the Church." (Gov. App., p. 32). See, *United States v. Thompson,* 495 F.2d 165, 169-170 (D.C. Cir.). These are documents bearing upon the activities of a church as a church.[7]

2. The government's brief in opposition also lends credence to petitioner's contention that review herein is necessary to consider whether this Court, in its discussion of the specificity of the search warrants in *Andresen v. Maryland,* 427 U.S. 463, 479-482, intended the expansive interpretation accorded that discussion by the government and the Court of Appeals herein. The importance of the question is highlighted by the government's assertion that it "deliberately modeled" Item 162 of the present warrants "after the clause at issue in *Andresen*" (Br.Opp., p. 7). The Justice Department views *Andresen* as authority for the routine inclusion in all search warrants of the catchall clause, "other fruits, instrumentalities and evidence [of the crimes alleged in the accompanying affidavit] at this time unknown" (427 U.S. at 479).

Did this Court in *Andresen* intend to permit the use of such a catchall clause (1) regardless of whether the place to be searched is an entity ordinarily entitled to First Amendment protection; (2) regardless of whether the particular files and records to be scrutinized are likely to contain papers themselves entitled to constitutional protection, *e.g.,* the names and com-

[7]In this context, the government's concession that it seized a large number of documents that should not have been taken is particularly ominous, as is the sheer volume of papers seized —some 100,000 pages in the simultaneous seizures from Church premises in Washington, D.C. and Los Angeles.

munications of innocent adherents of a controversial religious or political organization; and (3) regardless of whether the accompanying affidavit alleges conspiratorial crimes requiring the making of legal, as opposed to factual, judgments by the executing officers with respect to which papers constitute "evidence" of the conspiracies? See, *United States v. Klein,* 565 F.2d 183, 187, n. 6, 190, and see dissenting opinion, 191-192 (1st Cir.).[8]

With respect to the practice of describing in a search warrant the property to be seized by reference to its supporting affidavit, the government fails to understand petitioner's contentions. It is not the incorporation of the supporting affidvait *per se* of which petitioner complains, but rather the incorporation of an affidavit which *itself* fails to particularly describe the property to be seized and fails to define the offenses alleged without ambiguity or undue complexity. The important question here is whether this Court in *Andresen* intended not only to permit the routine inclusion of catchall "other evidence" clauses in search warrants generally, but additionally, whether such clauses may define the "other evidence (at this time unknown)"

[8]The government's suggestion (Br.Opp., p. 8, n. 7) that Item 162 "did not broaden the scope of the search" because, even without the clause, "the agents could have seized incriminating items, not specifically mentioned in the warrant, if they unexpectedly came across them during the search" is mistaken. Unlike the inadvertent discovery of relevant evidence not mentioned in a search warrant during the course of an authorized search for particularly described property, Item 162 *directs* the agents to read through all of the Church's documents for the specific purpose of discovering "evidence" not specifically described elsewhere in the warrant. Such a directive, contained in a warrant authorizing the search of a church's files, necessarily invites exploratory rummaging through constitutionally protected papers. See, *Coolidge v. New Hampshire,* 403 U.S. 443, 467.

to be seized by reference to the warrant's supporting affidavit regardless of its length, complexity, ambiguity and the number of officers to whom the warrant and affidavit will be distributed for execution.

Petitioner respectfully submits that the government has failed to address itself to the Fourth Amendment dangers inherent in its expansive interpretation of *Andresen* (see, Pet. for Cert., pp. 17-19) in addition to ignoring the vital First Amendment interests implicated by broadly worded search warrants aimed not only at church premises, but also at files and records which themselves are likely to contain papers and communications protected by the guarantees of religious liberty, freedom of speech and press, and freedom of association.

Respectfully submitted,

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